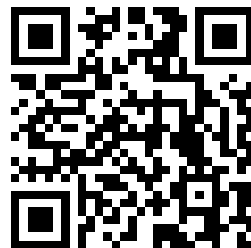

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OUTDOOR RECREATION FACILITIES

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OUTDOOR RECREATION FOR AMERICA

The Report of the Outdoor Recreation Resources Review Commission to the President and the Congress

This report surveys our country's outdoor recreation resources, measures present and likely demands upon them over the next 40 years, and recommends actions to insure their availability to all Americans of present and future generations.

The first part of the 246-page volume reviews the place of outdoor recreation in American life, drawing largely on the finding of the Commission's expert studies. It describes the supply of recreation resources, the demand for recreation, the economics of recreation, and the problems of relating all three to assure present and future generations of the outdoor recreation opportunities they require. The second part contains recommendations for programs and policies, with chapters concerning the responsibilities of the Federal Government, the States, local government, and private enterprise. There are chapters on special problems of management, financing, water, and research. The report is for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C., for \$2.

Private Outdoor Recreation Facilities

*Report to the Outdoor Recreation Resources Review Commission
by the Economic Research Service,
U. S. Department of Agriculture*

Washington, D. C. 1962

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OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

The Outdoor Recreation Resources Review Commission was created by the Act of June 28, 1958 (Public Law 85-470, 72 Stat. 238). The task assigned to the Commission was to seek answers to the following basic questions:

What are the recreation wants and needs of the American people now and what will they be in the years 1976 and 2000?

What are the recreation resources of the Nation available to fill those needs?

What policies and programs should be recommended to insure that the needs of the present and future are adequately and efficiently met?

The Commission's report, *Outdoor Recreation for America*, which was presented to the President and to the Congress on January 31, 1962, contains the findings of the Commission and its recommendations for action required to meet the Nation's outdoor recreation needs in 1976 and 2000.

In the course of its work, the Commission obtained many special reports from its own staff, public agencies, universities, nonprofit research organizations, and individual authorities. It is publishing these reports because of their potential interest to officials at all levels of Government and to others who may wish to pursue the subject further. A descriptive list of the study reports appears at the end of this volume.

In the development of the findings, conclusions, and recommendations presented to the President and to the Congress in January 1962, the Commission considered this report and other study reports, but its conclusions were based on the entire study and on its own judgment. Publication of the study reports does not necessarily imply endorsement of them in whole or in part.

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PREFACE

This study was made possible by a cooperative agreement between the Outdoor Recreation Resources Review Commission and part of the Economic Research Service (the Farm Economics Division, formerly in the Agricultural Research Service), U. S. Department of Agriculture, under the overall provisions of Public Law 85-470, the Outdoor Recreation Resources Review Act of June 28, 1958 (72 Stat. 238, 240).

The initial contact for this study was made between ORRRC and ERS research personnel in mid-October 1960; verbal agreement about the broad aspects of the study was reached in mid-November; shifts in staff assignments, recruitment of an additional professional person, and conferences to determine the desired content of the study report were accomplished in short order; the new professional employee reported for duty on December 19 and immediately began to develop a questionnaire for mailing to selected recreation interests. Cooperation of individuals in the U. S. Department of Agriculture, the ORRRC, and the Bureau of the Budget made it possible to develop, pretest, revise, and print the questionnaire in record time. The first of the regular questionnaires was mailed out in early March 1961. A follow-up mailing was begun about 3 weeks later. An arbitrary cutoff date was established on May 12 when the analysis of data was begun.

Because of the limited time and resources available, it was necessary to restrict the scope and content of the study. In addition, it was found that the available mailing lists failed to represent adequately all phases of the outdoor recreation industry. Several types of enterprises are easy to enter and highly competitive; the turnover in operators is high. Thus, it is difficult, if not impossible, to keep lists current. We collected the best lists available and determined the approximate number of forms that could be analyzed with the resources available.

The questionnaire was pretested. Analysis of these returns resulted in changes of format and rewording of several questions. Sharp revisions were made in the categories to be included in the study because replies to the pretest mailing indicated that relatively few colleges and universities, railroads, and oil and gas companies provide recreation

resources, and because several other studies underway or recently completed covered certain aspects of the recreation industry better than we could hope to do in so short a time. Still other phases of the overall subject were omitted because of the difficulty of obtaining usable mailing lists.

Responsible personnel representing ORRRC and the researchers conducting the survey recognized the many weaknesses associated with conducting research in so hurried a way. It was essential, however, to do the best job possible under the known circumstances and others that developed as we proceeded. Conferences and discussions of problems during the initial stages of the work resulted in major adjustments from the original plan. Thus, although this report is less inclusive and complete than we would like it to be, we have done the best we could under the existing limitations.

The great interest shown in this study by people across the Nation was apparent throughout. Our reception by the owners and operators of recreation facilities was almost universally cordial. Numerous detailed letters, explanatory notes, and brochures were attached to the mailed questionnaires when they were returned to us. Many respondents offered to provide additional information about their facilities and their operations. Their assistance is gratefully acknowledged.

Mr. Ole Negaard of the Bureau of the Budget and Mr. Richard Grant of the Agricultural Marketing Service assisted in expediting the preparation and approval of our mailed questionnaire. Their courtesy and helpfulness were a significant factor in our ability to conduct the survey in the limited time available. Similarly, Max Tharp, Hugh Davis, Francis Sargent, and others from ORRRC provided valuable advice, consultation, and other services throughout the study period. Our sincere appreciation is acknowledged to all these people.

Hugh A. Johnson
Jeanne M. Davis
Washington, D. C.
September 1961

SYNOPSIS

This study of privately owned and privately operated outdoor recreation facilities supplements other studies made for the Outdoor Recreation Resources Review Commission. It was designed particularly to help evaluate the contribution that privately operated facilities can make in helping to meet the future recreation needs of the Nation.

A questionnaire was mailed to 4,045 operators of various kinds of outdoor recreation facilities. Fifty-seven percent of the forms were returned. An additional 117 listings of farms offering vacation opportunities were analyzed for certain characteristics. Personal interviews were conducted with operators or managers of 66 individual enterprises that have recreation as either a primary or secondary interest. Finally, the essence of five recent reports about various phases of the outdoor recreation industry was combined with other ideas into a chapter on miscellaneous activities; this chapter supplements the materials developed specifically for this study.

Most of the facilities studied by means of the mailed questionnaire are open to anyone who pays to use them. Exceptions are club-type resorts and most yacht and boat clubs, which are open only to members and their guests, and all of the industrial recreation areas, which are available only to employees and their families.

A majority of the ranch, campground, shooting preserve, and hunting and fishing camp enterprises, as well as national park inholdings, and probably the farms offering vacation facilities, are owned by individuals or families. Companies or corporations own most resorts and resort hotels, beaches, ski area facilities, and industrial employee recreation areas. Yacht and boat clubs and the Izaak Walton League chapters usually own and operate their facilities.

The lands on which these facilities are located are operator-owned at a majority of recreation resorts, campgrounds, beaches, resort hotels, national park inholdings, industrial employee recreation areas, Izaak Walton League chapters, Maine hunting and fishing camps, and probably most of the vacation farms. A majority of the ranch, ski area, and shooting preserve operators lease at least part of their land, while more than half of the boat clubs and nearly half of the yacht clubs are on land wholly leased or similarly controlled.

Generally, the campgrounds, beaches, yacht and boat clubs, national park inholdings, industrial recreation areas, Izaak Walton League facilities, and Maine hunting and fishing camps tend toward small holdings and more intensive land uses. Conversely,

dude ranches, shooting preserves, and ski areas tend toward large holdings and extensive types of land uses. Of the 1,114 replies (excluding vacation farms) to the questionnaire, operators reported 23 percent of the sites are 9.9 acres or less, 18 percent have between 10 and 49 acres, 8 percent have sites of 50 to 99 acres, 10 percent have between 100 and 199 acres, 18 percent have between 200 and 499 acres, and 23 percent have 500 acres or more.

Recreation is the primary land use at most of the recreation facilities inventoried. Where recreation is not the primary use, ranching, farming, or a combination of these two were most frequently mentioned as the primary land use. Of the other primary uses, forestry was the next most frequently mentioned.

Swimming is the facility most frequently offered at these recreation units. Fishing facilities are next, followed closely by boating.

Of more than 20 types of recreation activities listed as first, second, or third in popularity, water sports account for 48 percent of the 2,570 total listings. Activities making extensive use of land, such as hunting, skiing, and picnicking, account for 41 percent of the listings. Intensive sports account for 6 percent, and miscellaneous activities, such as sightseeing and dancing, account for the remaining 5 percent.

Of the individual sports and activities, swimming is most popular, fishing is second, and boating and hunting tie for third most popular. These are followed by skiing, riding, picnicking, camping, and golf. Other activities frequently mentioned are sailing and racing, water skiing, hiking and mountain climbing, and tennis. Miscellaneous winter sports, rifle shooting, sightseeing, photography, parties and entertainment, dancing (including square dancing), and baseball were mentioned less frequently.

Fees of some type are charged by most of the recreation enterprises inventoried. These vary from all-inclusive fees at many resorts and ranches to entrance fees at commercial beaches and tent-site charges at campgrounds.

About 90 percent of the operators replying and many of the vacation farms are near public lands and waters used for recreation. Nearly half of them are also near other privately owned recreation facilities.

No problems were reported by 51 percent of the operators who responded to the question. Of the problems reported by the other 49 percent, 72 percent are guest-created; 19 percent are related to the business operations; 5 percent are related to policy at various levels of government; and human

relations, acts of God, and legal problems account for the remaining 4 percent.

Vandalism, trash, and fires, in that order, are the most frequently mentioned problems. They account for 75 percent of all problems listed.

Many respondents plans to expand their present facilities within the next few years. Extensive sports (riding, hunting, and so forth) account for 54 percent of all new facilities planned, water sports for 34 percent, intensive sports for 4 percent, and miscellaneous sports and activities for the remaining 8 percent.

Of all recreation facilities planned, winter sports are mentioned most frequently; they account for 22 percent of the total. Boating, swimming, camping, picnicking, and fishing are also high on the list of facilities planned. Hunting, hiking, and golf also were mentioned by at least a dozen respondents as on their list of future facilities. Other planned recreation facilities includes those for putting greens and miniature golf; volleyball, softball, baseball, and football; social activities, amusements, and additional lodging.

The 66 individual case studies were selected to illustrate various conditions among the private enterprises providing outdoor recreation opportunities. No averages based on these studies would be meaningful; however, among the wide range of examples, certain central tendencies help to explain the overall situations existing in the private recreation industry.

The operator's personality pretty well sets the tone for his outdoor recreation enterprise. He must know the mechanics of good business management, be able to handle people, and be willing to provide his guests with satisfactory service so they will feel they have received their money's worth.

Apparently, there is no single optimum size of business in any of the various recreation enterprises studied. The optimum size varies with the age and ability of the operators, the labor force's dependability, the location of the business, the seasonal fluctuations, the degree and quality of competition, and other factors. Enterprises catering to spectators rather than participants generally seem to be operating at less than capacity. Their grounds could serve larger numbers of visitors and their staffs could be expanded easily and quickly. Small and relatively inexpensive changes in facilities might be required in some instances to manage larger crowds and to protect facilities from damage related to greater concentrations in use.

High, relatively fixed costs that vary little in relation to number of guests are a burden on some types of recreation enterprises--those involving livestock feeding, advertising, and caretaking expenses are examples. Liability insurance is almost prohibitively expensive for beach and ski enterprises and those involving use of horses or wild animals. In several States, the burden of licenses, permits, fees, taxes, and miscellaneous bears little relation to size of business, net returns, or ability to pay.

Private bankers and governmental lending agencies, alike, apparently consider outdoor recreation a risky enterprise for loans. This is especially true of

small operations, new activities, and untried operators. Private sources of capital frequently can be utilized to support needed development programs.

Malicious mischief, vandalism, littering, and carelessness of guests are the major problems mentioned. Small, irritating problems caused by public policies, attitudes, and programs were mentioned. Most of these complaints stem from the absence of adequate understanding and proper communication between the recreation operators and the public officials.

Owners of large holdings recognize the growing demands for multiple-purpose use of their lands. Although many of them make large portions of their lands available for public recreation use, others hesitate to do so because of the danger of fire and other damage to property, risk of liability claims, and the fear that public demand for additional privileges will hamper the business operations. Specific needs mentioned include proper safeguards for private property, standardized rates to be charged for recreational services provided, and physical control of the mass of recreation seekers who are anticipated to descend on the holdings.

Numerous private enterprises are made available for public enjoyment at less than actual cost. These include formal gardens, special collections, and unique resources. In effect, the owners are subsidizing public recreation.

CONCLUSIONS

A majority of the privately owned recreation enterprises are open to the public, and are operated for profit. Most are owned by individuals or families, although many are owned by companies or corporations. Comparatively few are operated as private clubs, although the number of such club-type operations is increasing and probably will continue to increase. Still fewer recreation facilities are operated by industrial and commercial firms for their employees.

In recreation categories in which the ratio of improvement values to land values is high, the land is usually operator-owned. In those categories in which the ratio of land values to improvement values is high, greater proportions of land are leased. Exceptions to this general rule appear to be yacht and boat clubs, where leasing predominates, yet the ratio of improvement values to land values is high.

The optimum size of business varies with individual conditions. The capacity of some enterprises (shooting preserves, for example), can be expanded more easily and more rapidly than others (resorts, for example.)

Many people trying to manage recreation enterprises are not adapted to the work. Personal attributes are important.

Intensive operations have a greater variety of guest-created problems than extensive ones because a greater number of people must be watched. Conversely, it is often easier to police crowds than it

is to catch the vandals and other troublemakers on extensive holdings, such as shooting preserves and industrial forest lands.

Most of the problems are caused by antisocial actions of the guests--the most frequently being vandalism, trash and littering, and carelessness with fire. Government-created problems of two types also occur-- those caused by conflicting regulations in adjoining jurisdictions and those caused by inadequate understanding.

Too many people neglect proper public manners. Their carelessness and thoughtlessness add to the cost of recreation services and increase private operators' resistance to expanding recreation opportunities.

Expansion of facilities during the next 5 years will be both on land presently owned or leased and on land to be acquired. Most frequently, facilities for extensive sports (such as skiing, riding, and hunting), will be increased; expansion of water sports facilities also is planned by many operators. Comparatively few owners plan to add or increase facilities for sports making intensive use of the land.

Owners of lands already utilized for hunting, fishing, hiking, picnicking, and so forth, anticipate increasing demands for more privileges. Many of the holders of large tracts whose lands and waters are still closed recognize that sooner or later they will be obliged to allow recreation where it can be practiced safely. Many would welcome sound standards, fair treatment relative to the governmental requirements, proper compensation, and a logical balance between publicly owned and developed resources and privately owned recreation facilities.

Owners of a number of facilities open to the public for recreation activities in effect subsidize such recreation by providing outstanding opportunities for public enjoyment at less than actual cost. Such situation should be recognized and further encouraged.

The remnants of our national antipathy toward play need to be overcome, and many problems typical of the growing pains of new types of enterprise need to be alleviated. The variety of mass-produced, economy-packaged recreation demanded today by vacationers was almost unknown a generation ago. Even government--National, State, and local--often looks askance at this rapidly growing business.

Many people want a variety of recreation experiences that are incompatible with the practical limitation of public facilities. Many of the expressed desires for recreation services are outside the traditional realm of public service. For maximum development, public recreation programs should complement rather than compete with private recreation enterprise; should be compatible rather than combatant; and each should operate in its own area of responsibility.

RECOMMENDATIONS

1. Greater emphasis should be placed by all levels of government on the larger role that private enterprise can and needs to have in providing the facilities and services required for outdoor recreation. Programs for public information about the role of private enterprise in outdoor recreation need to be emphasized and strengthened.

2. Public relations programs need to be developed by private recreation enterprise to explain its position, its functions, and its problems to the public--its potential customers.

3. Both research and technical assistance programs need to be developed to help new recreation enterprises get started and to help established enterprises improve their operations. Research on possible new fields of outdoor recreation is needed. The assistance programs could well foster development of new fields of endeavor by private enterprise. Technical assistance including educational and informational services for owners, operators, and employees in this field is needed also.

4. Financial assistance, through simplified borrowing procedures, guaranteed loans, public loan programs, or other appropriate means, needs to be made available to competent persons developing privately owned recreation facilities of acceptable quality for public use.

5. Research is needed to determine the impact of laws, codes, regulations, policies, taxes, licenses, inspections, required reports, and other regulatory or administrative requirements of the various levels of government to learn where they impose undue hardship or discrimination. The results from this research (both positive and negative) could be translated into necessary reforms to alleviate unsatisfactory situations and to facilitate favorable ones.

6. Agencies at all levels of government might well initiate informational and educational programs to help improve the behavior of persons using recreation facilities. Private recreation, as an industry, could cooperate in this activity.

7. Law-enforcement programs need to be strengthened or extended to help private (and public) recreation-resource managers combat the vandal, the thief, the litterer, and others who carelessly or maliciously cause damage to recreation facilities.

If these guides are followed--if private operators, public agencies, and the people using recreation facilities work together toward the common goal--the total supply of outdoor recreation resources available for use will be increased and the satisfactions the public gain from use of these resources will be multiplied.

The potential supply of opportunities for outdoor recreation is measurable by the area of land and water that might be dedicated to compatible uses and by the facilities that could be placed on them to expedite recreational activities. The actual supply of outdoor recreation opportunities at any point in time is the net product of interactions between the potential supply of resources and the effective demand for recreation.

More than 70 percent of our rural lands are in private ownership.¹ Since a high proportion of them will remain so, the outdoor recreation potential obviously will be affected by the economic, social, and political climate within which private owners dedicate their lands and the facilities on them to various uses. Public lands will provide the rest of the actual supply of resources for outdoor recreation use.

Information as to the extent and use of privately owned and privately operated recreation resources is available only in unrelated pieces. Much of it is out of date, and most of it does not lend itself to the types of analysis required for projections within the framework of the ORRRC assignment.

A study was needed to supplement others underway and to assist in determining the amount, kind, quality, and location of privately owned outdoor recreation resources now available for public use and to indicate what may be available in the benchmark years 1976 and 2000. Specific information was needed concerning selected types of facilities to aid in analysis of the proper place of privately owned outdoor recreation facilities in supplying general recreation demands.

STUDY OBJECTIVES

Specific objectives of this study were to:

1. Provide a summary or overall inventory of the major acreages of privately owned land (including associated water resources) used by the general public for outdoor recreation activities;
2. Obtain data on the characteristics, financing, and operation of a sample of privately owned commercial types of recreation facilities;
3. Analyze the problems encountered by private landowners in making their lands available to the public for outdoor recreation; and
4. Present recommendations of alternative courses of action that could be expected to lead to increased opportunities for outdoor recreation on private lands.

These objectives were modified during development of the study outline as problems became evident. For example, it was impossible to "provide a summary or overall inventory of the major acreages of privately owned land . . . used . . . for outdoor recreation activities" in the time available or with the funds allotted to the survey. National statistics indicate only roughly the acreage used for recreational purposes. No master mailing lists covering major segments of the industry were available. Mailing lists for many industrial and trade associations were unavailable; the coverage of others was doubtful. Numerous special studies of local areas or specific types of enterprise have been conducted for various purposes, but no known methods exist by which these studies could be melded into a meaningful whole. The universe was, and remains, unknown.

Since the universe was unknown, it was impossible to draw a statistically reliable sample. From necessity, we chose to utilize the best available lists representing specific elements of the recreation industry from which to select the samples for mailed questionnaires and also the examples for individual interviews.

We circularized all names on some lists and samples from others believed to represent most of the universe for their types. Other lists utilized are statistically less likely to represent their types of recreational activities. We believe, however, that many guidelines can be developed from a study of numbers of examples alone, without reference to their statistical significance, and that several significant central tendencies and common situations can be described.

PROCEDURES

The study was divided into three major parts. One was the analysis of data gathered through use of mailed questionnaires. These questionnaires were sent to people providing various kinds of recreation facilities and services as indicated by the mailing lists acquired for the purpose. To the knowledge gained in this way was added information obtained from several published or unpublished studies relative to aspects of the overall recreation situation. Specifically, this part of the study deals with opportunities provided by the private sector of the American economy for such activities as

¹ H. H. Wooten, and J. R. Anderson, Major Uses of Land in the United States, Summary for 1954, U.S. Dept. Agr., Agr. Inform. Bul. 168, 1957, p. 31.

camping, hiking, boating, swimming, hunting, fishing, horseback riding, winter sports, resting, and other special interests. The areas utilized for recreation purposes by the various types of recreation interests, the ownership pattern, the types of facilities provided, the capacity, the extent of recreation usage, plans for development in the next five years, problems frequently encountered, and other descriptive information are factors in the analysis of this section.

The second part of the study involved an analysis in depth of specific types of situations. Some of the case studies explain more clearly the organization of the types of enterprises represented in the mailed questionnaires, and the problems and plans of the operators. Other case studies represent types of outdoor recreation not included in the questionnaire mailing lists. Some of them involve large areas with relatively small investments in facilities and development; others are at the opposite extreme, with considerable sums in time, money, and effort expended on relatively small areas to produce intensive types of recreational use. Some of the examples have recreation as a byproduct of the major purpose of the organization. Recreation is one of many factors required to provide the desired end-product of a better cultural environment; for this reason, a few case studies of facilities which are informationally,

educationally, or culturally oriented were included.

A third part of the study was devoted to brief summarization of other studies conducted by, for, or about segments of the national outdoor recreation business that could not be covered in the survey and to discussion of still other types of recreation activity of which relatively little is known.

THE REPORT

The chapters of this report are organized to provide: (1) the background needed to understand the general conditions confronting private recreational developments in the United States, (2) analysis of the information gained by mailed questionnaires, (3) the case studies, (4) miscellaneous recreation resources analyzed in several other studies, and (5) the summary, conclusions, and recommendations.

The summary and conclusions draw together the factors apparently favorable and those apparently unfavorable to expanding outdoor recreational usage of privately owned resources. Based on the types of problems and their indicated solutions, a series of recommended courses of action is suggested to increase the supply of private outdoor recreation resources for the benchmark years of 1976 and 2000.

The potential supply of opportunities for outdoor recreation is measurable by the area of land and water that might be dedicated to compatible uses and by the facilities that could be placed on them to expedite recreational activities. The actual supply of outdoor recreation opportunities at any point in time is the net product of interactions between the potential supply of resources and the effective demand for recreation.

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The summary and conclusions draw together the factors apparently favorable and those apparently unfavorable to expanding outdoor recreational usage of privately owned resources. Based on the types of problems and their indicated solutions, a series of recommended courses of action is suggested to increase the supply of private outdoor recreation resources for the benchmark years of 1976 and 2000.

Americans have developed a great industrialized nation. Now, more and more of our energies are directed into consumptive channels. Many of us have made conscious decisions to play hard as well as to work hard. Higher levels of income, increased purchasing power per hour worked, shorter work weeks, a growing recognition of regional differences in opportunities offered for enjoyment, relatively cheap and rapid transportation, and the human propensity to want to enjoy one's self by participation in certain experiences--all are involved in the wave of enthusiasm observed for recreation, and particularly for recreation in the out-of-doors.

Frequently, conflicts of interest are the catalysts for far-reaching steps. Conflicts of interest are rampant in the sphere of outdoor recreation development to meet present and future needs. To mention only a few outstanding examples, these conflicts arise over details of use, use-sharing, payment for costs, and private enterprise versus public enterprise.

Professor Raymond J. Penn, a land economist at the University of Wisconsin, placed the conflict of interests in the following setting:

I would like to draw a sharp distinction between public interest and public authority or government. Governmental authorities often come to believe that their actions are the only ones invested with public interest. This is true everywhere; it is true in the United States all too often. A conservation department considers its decrees synonymous with public interest and accuses its opponents of selfishness or dishonesty or both. A highway department puts its road-building program above any other land use or use of tax money in the public interest. Fortunately there are always groups or agencies to challenge such arrogance, often even within the government itself. In those countries with one-man control of government or with a dictatorship of a few, and with restrictions on freedom of speech and press, it is much more serious to consider government authority and public interest one and the same.

Public interest it seems to me should be the view of the public -- of the people. Actions of individuals are often in the public interest; sometimes even when they conflict with governmental policies. Resolving conflicts between individuals, even on what might be thought of as private matters, may also be in the public interest. And of course projects which cannot be done by

individuals or whose benefits are widely dispersed are the most commonly considered to be in the public interest.

What does it take to define and determine what is in the public interest? Three things, I think. People must have an opportunity to express their desires, the right to get together in groups and arrive at decisions, and some bargaining power to put the group decisions into effect.¹

The Congress is aware of these crosscurrents of interest in providing outdoor recreation facilities. It has ordered an impartial study and requested recommendations for guidance of future actions to be taken by Federal, State, and local governments. How are we, as a nation, best to match the demand for outdoor recreation opportunities with demands for other opportunities in the uses of our total resources?

POPULATION AS USERS OF RESOURCES

The population in the 48 States doubled in about the last 50 years. It grew from about 123 million people in 1930 to 179 million in 30 years. This 46 percent increase occurred despite the dampening effects of a prolonged period of economic depression followed by two wartime disturbances in family formation. Demographers anticipate practically another doubling in the next 40 years (1960 to 2000). Using 1950 as a base, the projections are as follows: a 19-percent growth by 1960, a 53-percent increase by 1975, and by 2000 a 126-percent increase.

Population in the western region increased at a ratio 2.5 times that of the rest of the country from 1940 to 1960 and 2.6 times from 1950 to 1960. Demographers visualize an intensification of this regional shift to 3.1 times between 1950 and 2000.

The merits of these demographic projections are not the subject of this analysis. The implications and the consequences, particularly for privately owned outdoor recreation facilities, are of concern. The 37 Eastern States still will contain 80 percent of the population -- the greatest concentration still will be east of the Mississippi and north of the Ohio. However, most of our public domain potentially usable for outdoor recreation is in the Western States, far removed from the densely populated eastern centers.

¹ Raymond J. Penn, "Public Interest in Private Property" (Land), *Land Economics*, 33:2, May 1961, pp. 99-104.

Even the population of the 11 Western States is not, and apparently will never be, distributed in any sort of pattern related to outdoor recreation potentials. California's 60 percent of the western population now is concentrated along the coastal areas. Smaller concentrations occur in other States where individual cities have become meccas for retirees, for certain industries, and for many young families.

Further concentrations of population in arid and semiarid western sections probably will require gigantic public works for the storage, transportation, and purification of water. Opportunities will be present to increase the publicly owned and controlled outdoor recreation resources related to water. Many of these facilities will be placed on lands already in public ownership and in areas used or usable for land-oriented outdoor recreation.

Even these potential increases in western recreation resources, however, probably will be insufficient to meet the growing demand for recreation space there. They cannot hope to meet the potential demand for services. For, added to this demand by westerners for recreation resources and services is that of the more populous East, where recreation resources and services are even fewer. This demand, properly, we believe, will need to depend upon privately owned and privately operated facilities.

The distribution of population within age groups also affects the demand for outdoor recreation. Young couples with children in school ordinarily plan for vacations in summer. Most of them need to budget both time and money. They want safe and suitable facilities and a variety of activities related partly to their age groups and partly to their special interests.

Single persons, childless young couples, and older couples whose families are grown may take vacations any time of the year. Thus, the winter and "off season" have particular attractions to people in these categories.

The future effective demand for outdoor recreation opportunities apparently will be affected very little by changes in age distribution among the population. Change in demand within any age group, however, may be a very real problem.

One indication of our inability to visualize potential changes is to compare the current variety of entertainment outlets and transportation facilities, the amounts of leisure time, and the resources available to a person 20 to 30 years old with those that were available prior to World War II or before the depression of the 1930's. The whole impetus of recreation for the general public has been built up during the lifetime of the last generation or two. The whole horizon of recreation for the elderly has been scanned only superficially.

In a nutshell, the potential demand for opportunities to participate in outdoor recreation will more than double because of population growth alone in the next 40 years. Apparently, other variables will multiply the demand further. Will land and water resources be available?

LAND RESOURCES

The approximate land area of continental United States (48 States) is a little more than 1,903 million acres. Alaska adds another 365 million acres and Hawaii about 4 million acres.

About a fourth of the 110 million acres classified as in special uses in 1954, about 1.5 percent of all land in the 48 States, is dedicated to recreation or is potentially available for recreation purposes.² This includes all land in parks, some of the wildlife areas, and small acreages in national defense lands.

Most outdoor recreation other than that on water bodies and urbanized lands will continue to occur on the forested areas, the extensive grasslands, and the wastelands. The productivity of the forests and grasslands for other purposes does not preclude their use for recreation. More than two-thirds of all land in the United States is useful for outdoor recreation.

Indications are that our future agricultural needs will require more than the acreages expected to be in pasture, forest, and croplands. It is on these lands that so much present outdoor recreation occurs. Thus, not only will we need to develop recreational use of lands more fully, we will need to concentrate our efforts and our plans for recreation on fewer acres than are currently available for recreation use.

Few lands can be managed effectively for "multiple purpose" uses and still get optimum returns from individual types of land uses. Decisions about resource allocations are likely to become more difficult. Benefits and costs for alternative uses will be of greater significance in the decision-making process. Benefits from intangibles probably will be calculated as a matter of course in resource allocation planning programs of public agencies, and the effects of these processes will carry over into programming for private outdoor recreation developments.

WATER RESOURCES

Continental United States contained 47,661 square miles of water surface as of April 1, 1950.³

To this area we add impoundments of various sizes for various purposes each year. Large storage areas for flood control, hydro-electric power, and municipal water supply are most frequently thought of as potential areas for new, water-based recreational developments, even though there are frequently practical limitations to their use for such purposes.

Estimates for the years 1980 and 2000 are based on the assumption that Federal expenditures for watershed protection and flood prevention

²H. H. Wooten, and J. R. Anderson, Major Uses of Land in the United States, U.S. Dept. Agr., Agr. Inform. Bul. 168, 1957, Table 30, p. 77.

³Statistical Abstract of the United States, 1960, U.S. Bureau of the Census, table 1.

operations will keep abreast of the need for a gradual strengthening and an increase during the next several years in such operations. If this objective is realized, about 80 percent of the watersheds now feasible for treatment under Public Law 566 would be completed by the year 2000.⁴

In addition to these larger structures for impoundment of water, a considerable acreage of land is converted to smaller water-storage areas each year. In its report number 13, the Kerr Committee also provides estimates of the additional acreages that will be involved in these areas by about 1980 and 2000. These water areas are essentially farm and ranch ponds and reservoirs for storage and water control behind structures (dams) currently authorized under the P.L. 566 or Small Watersheds Program conducted by the Soil Conservation Service.

Estimates of total needs were based on a trend line projection from current rates of construction, needs to support a population of 244 million people in 1980 and 329 million in 2000, and the soil and water conservation practice needs of the drainage areas involved.

The average acreages of water surface that might be of some potential recreational use added under these structural programs, under the assumptions made, would represent a threefold increase from 1959 to 1980 and a 4.4 fold increase by 2000. It is recognized that the smaller stock ponds, "tanks," or other designations, have a relatively small recreation potential. However, the potential is larger than is currently realized because pressures for use have not developed. Biologists have programs for fertilizing and managing ponds for fish production that can produce several hundred pounds of fish per acre. Innumerable ponds suitable for swimming, paddling, or fishing are unused or are used at low intensities for these purposes simply because they are not now needed.

Some slight indications of the potential for recreation represented by these ponds is provided by a small study made of selected impoundments in three States.⁵ The average surface area of all reservoirs studied varied by States and was affected by the source of information concerning the installations. The average of 154 acres for Arkansas is larger than the usual farm pond size. The average for Kentucky was 3 acres and for Maryland 4 acres.

Recreation was an important use of all reservoirs included in the detailed survey. . . . Operators of 43 of the 117 reservoirs reported recreation to be the sole use of their facilities. In Arkansas, more than half the reservoirs were used for recreational purposes only. Other important uses include the supplying of water for municipalities, livestock, and irrigation. . . .

. . . . The average yearly number of individual visits per reservoir in 1958 was approximately 2,100 in Arkansas, 700 in Kentucky, and 5,000 in Maryland In general for the three States

as a group, the volume of recreational use per reservoir increases with size of the facility. However, many factors other than size influence the amount of use of an individual reservoir. . . .

In general, reservoirs operated commercially for recreation have a higher average use than the noncommercial ones. This is indicated by the volume of use of reservoirs in Kentucky in the 1- to 10-acre size group. Within this group, the average number of visits to commercial reservoirs from 1956 to 1958 was about 260 percent higher than the average number made to the noncommercial reservoirs.

In Maryland, there is very little commercial use of small reservoirs, but average use of the privately owned noncommercial reservoirs is about twice that of noncommercial reservoirs in Arkansas and Kentucky If the State facility were omitted, the average number of visits per reservoir in Maryland would be 406. . . .⁶

A question is frequently raised as to the minimum size of pond practicable for recreational use. Economic studies are needed to provide guidelines. However, observation indicates that some pleasure can be gained from very small surfaces. The ARS report quoted above showed that half of the Kentucky reservoirs of 1 acre or less studied were used for recreation as were 9 of the 13 Maryland reservoirs studied. Fishing and swimming were both reported as recreation uses on these smallest ponds.

OUR GROWING NEED FOR OUTDOOR RECREATION

The consensus in that generally demand for several popular types of recreation already outstrips satisfactory supply in many areas. Accuracy in estimates of the degree of shortage is unnecessary under the circumstances, since agreement is practically unanimous that the new inputs of supply probably will lag behind the growth of demand.

A question of more immediate concern is: Which and how much of the needed outdoor recreation resources can and will private enterprise provide? The corollary question is: Which activities will require public programs of development or assistance?

Data concerning some aspects of private outdoor recreation-resource management that may help to guide future policy are provided in the chapters that follow.

⁴Water Resources Activities in the United States, U.S. Congress, Senate Select Committee on National Water Resources, Comm. Print No. 13, 1960, p. 4.

⁵Fish, Wildlife, and Other Recreational Benefits of Small Reservoirs, Arkansas, Kentucky, Maryland, U.S. Dept. Agr., Agr. Research Service Washington, D.C., October 1959, 20 pp.

⁶Op. cit., pp. 5-6.

CHAPTER THREE

THE INVENTORY OF PRIVATELY OWNED RESOURCES

The analysis was designed to draw information from two types of samples. One was a questionnaire to be mailed in quantity to owners and operators of various kinds of outdoor recreation enterprises. This procedure would provide data for detailed over-all analysis according to types of recreation enterprises. The second sample was a series of case studies in which we examined certain questions in greater depth than could be accomplished via the mailed questionnaire method.

Questionnaires were mailed to 4,045 owners or operators of resorts, dude ranches, campgrounds, commercial beaches, yacht clubs, ski areas, boat clubs, shooting preserves, a selected number of resort hotels, selected manufacturing firms, a selected list from the National Park Service of owners of inholdings, the Izaak Walton League, and a selected list of hunting and fishing camps in Maine. Various national associations made copies of their directories available for our use.

A follow-up mailing to nonrespondents resulted in total returns from more than 57 percent of the mailing list by May 12, 1960, the date set for final cutoff of returns for analysis.

Information concerning vacation facilities provided by farms was taken directly from the 1960 edition of Farm Vacations and Holidays, given us by the publisher, Farm Vacations and Holidays, Inc., New York. These data were analyzed in two segments--North and South.

SAMPLING DISTRIBUTION

Regional breakdowns for analysis generally are based on the northeastern, north-central, southern, and western regions. In categories where they appear--resorts and yacht clubs--returns from Puerto Rico and the Virgin Islands also are included. In some instances, fewer groupings were needed. For example, ranches and industrial recreation areas are divided into only two regions--East and West.

States included in the various regional breakdowns are as follows:

<u>East</u>		
<u>Northeast</u>	<u>North-Central</u>	<u>South</u>
Maine	Ohio	Virginia
New Hampshire	Michigan	North Carolina
Vermont	Indiana	South Carolina
Massachusetts	Illinois	Georgia
Rhode Island	Wisconsin	Florida
Connecticut	Minnesota	West Virginia
New York	Iowa	Kentucky
New Jersey	Missouri	Tennessee
Pennsylvania	North Dakota	Alabama
Delaware	South Dakota	Mississippi
Maryland	Nebraska	Arkansas
	Kansas	Louisiana
		Oklahoma
		Texas
<u>West</u>		
		<u>Other</u>
Montana	Nevada	Puerto Rico
Wyoming	Washington	Virgin Islands
Colorado	Oregon	
New Mexico	California	
Idaho	Alaska	
Utah	Hawaii	
Arizona		

ANALYSIS OF THE DATA

All usable information from the questionnaire has been tabulated and analyzed. When this information appeared to have been supplied in one way by one respondent and in other ways by other operators, the point is mentioned in the text. Because few respondents answered all questions, and the questions not answered varied from respondent to respondent, it has been necessary to express some numbers and percentages as so many of the number "replying to this question."

Except for Chapter 12, Vacation Farms, Chapters 4 through 17 are based on analyses of the results from the mailed questionnaires. These are followed, in Chapter 18, by the case examples.

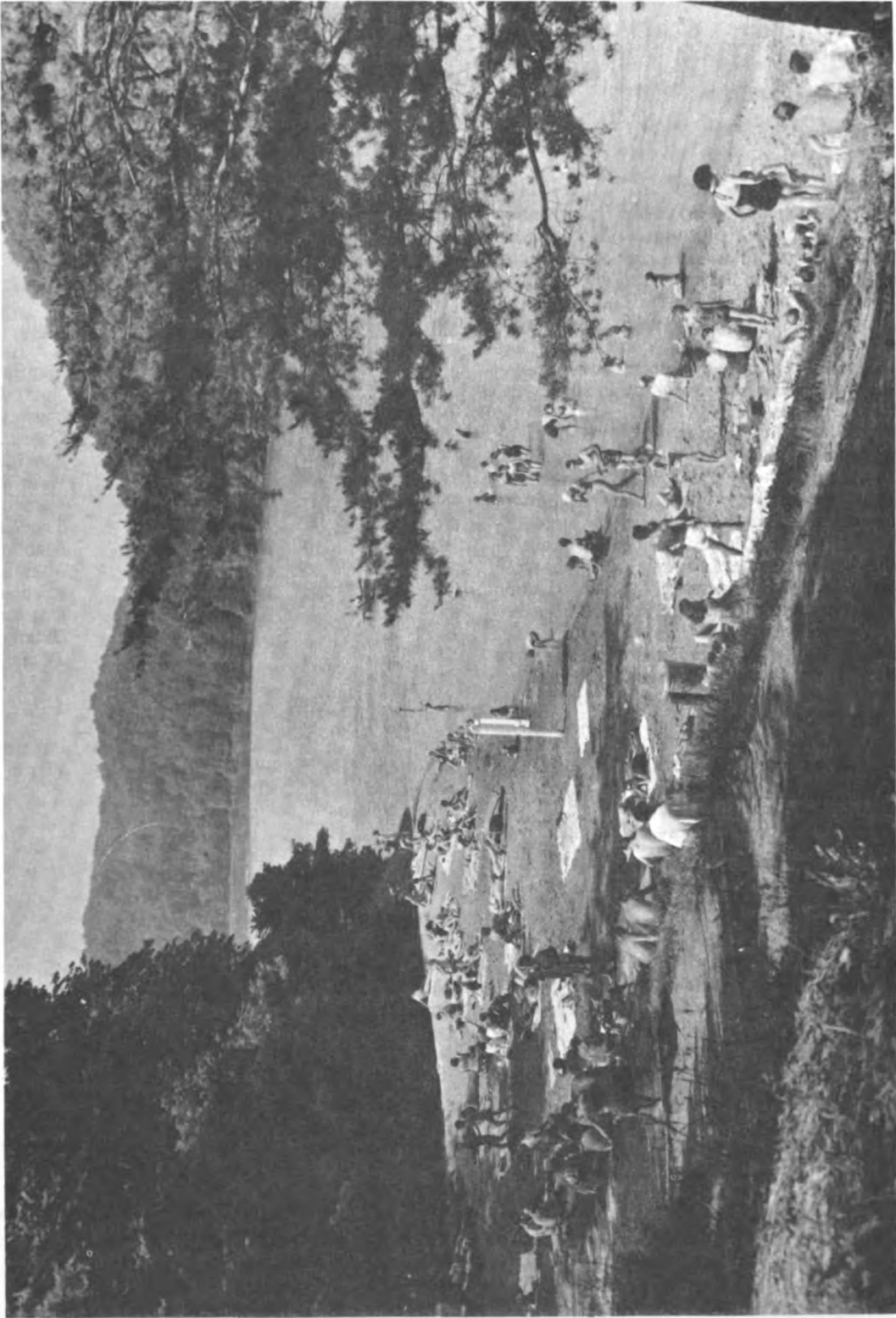


Figure 1.--Swimming is the most popular of all activities engaged in at the 1,326 privately operated recreation facilities inventoried. (U.S. Forest Service photograph.)

Recreation resorts are perhaps the most widespread of all privately owned outdoor recreation facilities in the United States. The many resort types range from waterfront hotels, cottages, and motels--usually situated on very small sites and providing only swimming, sunbathing, and perhaps fishing and boating--to huge, sprawling complexes on sites of a thousand or more acres, where even the most difficult-to-please guest can find some interesting activity.

There is no all-inclusive listing of recreation resorts. The American Hotel Association provided the 1960 edition of its guide, Hotel Red Book, and the American Automobile Association gave us copies of its regional tour books. The latter were useful for our purpose because the descriptions were more specific. To be included in our resort mailing list, a facility had to have: (1) rooms for at least 20 persons; and (2) provision for at least two types of recreation activities, excluding lawn games, children's playgrounds, and swimming pools. Thus most motels and other facilities catering primarily to overnight guests were automatically excluded.

Questionnaires were mailed to 801 facilities meeting these criteria and 484 (60 percent) were filled in and returned to us. After excluding questionnaires improperly or inadequately filled in and those from facilities located in towns of 10,000 or more, it was necessary to reduce the size of the sample still further. Therefore, we used the first 10 acceptable questionnaires from any one State, plus 20 percent of any acceptable questionnaires over 10.

LOCATION, TYPE OF OPERATION, AND LANDOWNERSHIP

The 184 questionnaires utilized were distributed by regional areas as follows: Northeast, 52; North Central, 46; South, 31; West, 52; and Virgin Islands, 3. Questionnaires from Alaska and Hawaii are included in the western region.

Fifty-five percent of the 155 respondents who indicated type of organization listed it as a company or corporation. Thirty-nine percent are owned by individuals or families, and the remaining 6 percent include private clubs, partnerships, nonprofit groups, and a proprietorship.

Operators of 101 resorts indicated that their resorts are open only to guests; a few wrote that the resorts are primarily for guests but are available to the public for limited use, such as golf. Although 70 respondents indicated that their facilities are open

to the public, it is assumed that they are open only to those members of the public who pay to use the resorts' facilities.

Eighty-one percent of the resort operators own all the land on which their resorts are located. Only 9 percent lease part of their total sites, and 10 percent lease all of their land. One-third of the 36 operators who replied to the question wrote that they lease from the Federal Government--most of these lands are part of National Forests. Another third are on land leased from companies or corporations, one-sixth use land belonging to individuals or families, one-seventh lease State lands, and a resort hotel in the Northeast apparently is owned by a town school system!

ACREAGE CONTROLLED AND AREA USED FOR RECREATION

These 184 resorts contain a total of 115,928 acres. Although the sites range from 1 to 33,000 acres, two-thirds are 50 or more acres. Land used for recreation accounts for 73 percent of the total acreage in 181 resorts whose respondents answered this question; the total in recreation use is 84,215 acres.

Recreation is the primary land use of 95 percent of the 182 resorts whose operators replied to this question. Seven others have ranching, farming, forestry, or a combination of these as main pursuits, with recreation use secondary.

TERRAIN AND COVER

No particular type of terrain is favored as a resort site. As a whole, the resorts are remarkably evenly distributed among flat, rolling, hilly, and mountainous terrain. However, in the Northeast and North Central States, hilly sites predominate; flat sites are most frequent in the South; and mountainous sites are most common in the West.

Forest is by far the most frequently mentioned type of cover on resort lands (on 39 percent of all the resorts), grass covers 23 percent, grass and forest together cover another 23 percent, and the remaining 15 percent include several types of cover, of which sand predominates.

VARIETY OF RECREATION FACILITIES

Facilities for water-related sports are offered by

a majority of resort operators. They were mentioned more frequently than any other type of recreation facility. Swimming facilities are available at 94 percent of the 184 resorts (table 1). Fishing is available at 80 percent and boating at 66 percent of the resorts. Water sports account for 56 percent of the 839 recreation facilities listed as available at these resorts.

(5 percent of the total), is followed closely by tennis (5 percent); riding (4 percent), and hunting (3 percent). Winter sports (including skiing and ice skating, which were listed separately) rank ninth (3 percent), and hiking is tenth in total popularity (2 percent). Miscellaneous water sports account for 1 percent of the 64 percent representing all water sports. The

Table 1. -- Resorts: Available recreation facilities, by region

Type of facility	Northeast	North Central	South	West	Virgin Islands	All
	Number	Number	Number	Number	Number	Number
Swimming -----	51	43	30	46	3	173
Fishing -----	39	40	30	37	2	148
Boating -----	36	38	22	24	2	122
Miscellaneous -----	6	5	3	5	1	20
Water sports -----	132	126	85	112	8	463
Picnicking -----	16	15	13	23	2	69
Hunting -----	20	9	5	24	-	58
Camping -----	8	8	3	12	-	31
Tennis -----	14	4	6	6	1	31
Golf -----	14	5	7	4	1	31
Riding -----	4	4	7	15	-	30
Winter sports -----	12	9	-	8	-	29
Hiking -----	5	2	1	9	1	18
Miscellaneous -----	25	13	16	24	1	79
Other sports -----	118	69	58	125	6	376
Total -----	250	195	143	237	14	839

In addition to water sports, 32 types of facilities for land-related activities were mentioned. They account for 45 percent of the total facilities at the resorts. Picnicking was listed by 38 percent of the resorts; hunting by 32 percent; camping, tennis, golf, each by 17 percent; riding and winter sports each by 16 percent; and hiking by 10 percent. Other facilities provided include those for archery, lawn and court games, dancing and square dancing, mountain climbing, skiing, target shooting, bowling, and even wildlife photography!

POPULARITY OF RECREATION ACTIVITIES

Water sports are by far the most popular recreation activities at the 180 resorts whose operators replied to this question (table 2). As a group, they account for 64 percent of the 523 total listings (of the three most popular activities at each of the resorts).

Swimming, the most popular single activity, accounts for 26 percent of the total; fishing, the second most popular, accounts for 19 percent of the total; and boating, third most popular, for 13 percent. Golf is fourth in overall popularity, with 8 percent of the 523 mentioned. Water skiing, fifth most popular

remaining 11 percent is composed of 22 types of land-based recreation activities.

The activities most frequently mentioned as first in popularity at these resorts are swimming (43 percent of 180 first choices), fishing (18 percent), and golf (13 percent). Swimming is also the most popular second choice (21 percent of 180 second choices), followed by boating (19 percent), and fishing (16 percent). Fishing is the most popular third choice (21 percent of 163 third choices), followed by boating (15 percent), and swimming (13 percent).

NUMBER OF VISITORS

During 1960, an estimated total of 1,415,802 visitor nights were spent at 103 of the 184 resorts.¹ This number ranged from 600 at one northeastern resort to 141,224 at a southern resort. Sixty-five percent of

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the resorts in this sample had between 1,000 and 9,999 visitor nights in 1960.

Table 2. -- Resorts: Popularity distribution of specified recreation activities

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Swimming -----	43	21	13	26
Fishing -----	18	16	21	19
Boating -----	7	19	15	13
Water skiing -----	5	5	4	5
Miscellaneous -----	1	1	2	1
Water sports ----	74	62	55	64
Golf-----	13	6	4	8
Tennis-----	2	4	7	5
Riding-----	3	4	6	4
Hunting -----	—	5	6	3
Hiking -----	1	3	4	2
Miscellaneous -----	7	16	18	14
Other sports	26	38	45	36
Total-----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	180	180	163	523

TYPE OF ACCOMMODATIONS AND CAPACITY

Hotel or lodge rooms are the principal type of accommodation at these resorts, accounting for 45 percent of the replies to this question. Motel rooms are offered by 13 percent of the resorts. Both hotel or lodge rooms and cabins or cottages are available at 12 percent, and cabins or cottages (and a few housekeeping apartments) are available at 9 percent of the resorts. The remaining 21 percent of these resorts have various combinations of facilities. The selection varies from rooms in either the main lodge or detached buildings, to a choice of rooms in a hotel or motel, a cabin, a trailer site, or a campeite. A total of 26,513 persons can be accommodated at 169 resorts whose capacities were reported.

FEES CHARGED

Fees charged for use of recreation facilities were reported by 118 operators of resorts. Most of the charges indicated are for room, board, and use of all or most of the recreation facilities. American plan charges listed ranged from \$10 to \$30 per person per day, and from \$50 to \$126 per person per week.

Charges for housekeeping cabins, cottages, or apartments ranged from \$35 to \$175 per unit per week.

Fees charged for use of specific recreation facilities varied widely. Horses are usually hired by the hour, and charges vary from \$1 to \$6 per hour, with \$2 the most frequently mentioned charge. Boats are usually rented by the day; rentals (for boats without motors) range from \$0.50 to \$7.50, and \$3 was most often mentioned. Golf charges in this survey were most often made on a daily basis and ranged from \$2 to \$5. Ski lift charges at these resorts range from \$2 to \$5.50 a day, although several charge \$1.50 to \$2 per ride. Fishing charges are anything but uniform--\$1 to \$5 per person per day, \$13.50 to \$15 per person per day with guide, \$30 to \$60 per day for 4 or 5 people and a boat, and one resort charges \$0.10 per ounce of fish caught! Only four respondents listed hunting fees; these are \$3 per day per person; \$5 and \$12 per week per person; and \$100 per day per person, including guide. Water skiing rates were indicated by two respondents -- \$1.50 per trip per person, and \$10 per hour per person. Camping is permitted at several resorts, and fees mentioned ranged from \$0.50 per day per car to \$3 per night for up to 4 people.

OTHER RECREATION RESOURCES

Ninety-five percent of the 168 respondents replying indicated that public lands or waters used for recreation purposes are near their resorts. Of 112 replying, 80 percent checked that other privately owned recreation facilities are nearby.

Forty-four operators stated that hunting is available on a total of 59,111 acres. In addition to this land (all privately owned), 12 respondents indicated that hunting is permitted on nearby public lands (both Federal and State). Five others wrote that hunting is available "nearby" or on "thousands" of acres, but gave no further information.

One or more lakes, ponds, rivers, or streams; or a bay, sound, lagoon, the Atlantic or Pacific Ocean, or the Gulf of Mexico are available for recreation use at 161 of the resorts in the sample. Three have no such resources, and 17 have only swimming pools. The remaining three operators did not reply to this question.

PROBLEMS

Forty-eight percent of the resort respondents indicated that they had no problems, 10 percent did not reply to this question, and 42 percent listed 111 problems. Fire was mentioned most frequently; it accounted for 31 percent of the problems listed (table 3). Trash was second with 24 percent of all problems, and vandalism third, with 15 percent of the total list. Crowded conditions and staff problems were the next most frequently mentioned; they made up 8 and 6 percent, respectively, of the total. The remaining 16 percent of the 111 problems included 15 different types, such as sewage disposal and water

Table 3. -- Resorts: Problems mentioned by 77 operators, by region

Type of problem	Northeast	North Central	South	West	Virgin Islands	All
	Percent	Percent	Percent	Percent	Percent	Percent
Fire -----	26	34	22	35	-	31
Trash -----	26	23	29	22	50	24
Vandalism -----	18	4	21	19	-	15
Crowded -----	4	8	14	9	-	8
Staff -----	9	8	-	4	-	6
Miscellaneous -----	17	23	14	11	50	16
Total -----	100	100	100	100	100	100
	Number	Number	Number	Number	Number	Number
Problem listings -----	23	26	14	46	2	111

Table 4. -- Resorts: Additional recreation facilities planned for 1961-66, by region

Type of facility	Northeast	North Central	South	West	Virgin Islands	All
	Number	Number	Number	Number	Number	Number
Swimming -----	4	5	3	4	1	17
Winter sports -----	6	4	1	4	-	15
Boating -----	4	3	2	3	-	12
Golf -----	3	3	3	1	-	10
Fishing -----	3	2	1	2	-	8
Lodging -----	3	2	-	2	1	8
Picnicking -----	-	2	3	2	-	7
Hunting -----	1	1	-	2	1	5
Camping -----	-	1	1	3	-	5
Miscellaneous -----	1	4	9	4	2	20
Total -----	25	27	23	27	5	107

supply, financing, taxes, poaching, and State and Federal accounting.

PLANS FOR EXPANSION

Fewer than a third (32 percent) of the 171 operators who replied to the question plan to expand recreation use of their present acreage. Of these, 15 plan expansion on a total of 716 acres.

Nineteen percent, or 21 of 111 respondents, plan to buy, lease, or otherwise acquire additional acreage within the next 5 years. Of these, 9 plan to acquire a total of 1,943 acres.

Expansion plans of 53 operators include 107 facilities of 25 types (table 4). Swimming facilities are planned by 32 percent of the resort operators, winter sports facilities by 28 percent, boating facilities by 23 percent, and golf facilities by 19 percent. Swimming, boating, and fishing facilities account for 35 percent of the total facilities planned. Also included

are facilities for fishing, picnicking, lodging, hunting, and camping. Those for riding, badminton, miniature golf, lodging and dining facilities, and even lakefront protection are included in the miscellaneous facilities.

EXPENSES AND INCOME

The operators of 152 resorts estimated the value of their recreation property--combined, these values totaled \$112,455,933. Obviously, values were derived in different ways by different operators, and no further analysis is possible. The estimated 1960 recreation incomes of 131 resorts totaled \$23,472,963, but apparently this also was determined in several ways, hence is of little value.

More important is the fact that 78 percent of the 156 replies indicated that receipts covered the cash operating expenses of these recreation resorts during 1960.

A number of ranches in the United States provide vacation facilities for guests. Many of them are working ranches where the guests (or dudes) provide additional revenue and their entertainment is based primarily upon the work of the ranch. At others, the fees paid by dudes or guests are the major source of income; here, the care of horses and cattle frequently is of secondary interest.

All addresses on the mailing lists provided by the Dude Ranchers Association and the Colorado Dude and Guest Ranch Association were used. Additional addresses were taken from tour books provided by the American Automobile Association.

Of 140 questionnaires mailed to ranch operators, 120 were returned. After excluding the unusable questionnaires, 77 were analyzed.

LOCATION AND TYPE OF ORGANIZATION

Eight of the 77 ranches in the sample are in the East (New York, Michigan, South Dakota, and Texas), and 69 are in the West (Arizona, Colorado, Montana, Wyoming, Utah, Washington, Oregon, and California). Thirty-nine are owned by individuals or families, 20 by corporations, 2 by family corporations, 1 by a partnership, and 1 by a foundation. As to type, 14 respondents merely indicated "guest," "dude," or "cattle" ranch. All are open to paying guests.

ACREAGE CONTROLLED AND AREA USED FOR RECREATION

These 77 ranches control a total of 260,473 acres. They range in size from 16 to 85,000 acres; both of these are in the West. Nearly half (47 percent) have 1,000 or more acres. Seventeen percent have 500 to 999 acres, 18 percent have 200 to 499 acres, and 10 percent have 100 to 199 acres. Another 10 percent have fewer than 100 acres and apparently concentrate more on the guest business than on horses and cattle.

Lands of five ranches in the East (15,740 acres) are owned wholly by the ranch operators. Another, of 6,000 acres, is operated by a foundation that owns 350 acres and leases 5,650 from an individual or a family. One of 350 acres is operated by an individual or family that owns 50 acres and leases 300 from a company or corporation. Another, of 640 acres, is operated by a company or corporation and apparently leases all its land from an individual or family.

In the West, 38 ranches (accounting for a total of 35,340 acres) are owned wholly by the operators,

and 26 (52,765 acres owned and 146,513 acres leased) are partly leased. Five others are on 3,125 acres leased from the Federal Government.

Recreation is the principal use of land at 79 percent of these 77 ranches. Ranching and farming are the principal uses on the remaining 21 percent, and recreation is a subsidiary use.

TERRAIN AND COVER

Terrain at these 77 ranches varies from flat to mountainous. More than half (53 percent) are on land that is mountainous, and an additional 18 percent have some mountainous land.

Thirty-eight percent have a combination cover of grass and forest or grass and trees. Another 30 percent are forest-covered, and grass covers 13 percent. The remaining 19 percent have a variety of covers. This includes grass, sage, and juniper on one ranch, and grass, cactus, and mesquite on another.

VARIETY OF RECREATION FACILITIES

The 77 ranches offer a total of 432 recreation facilities of 27 types (table 5). Fishing is available at 84 percent of the ranches, hunting at 79 percent, swimming at 78 percent, horseback riding at 74 percent, cookouts and picnics at 75 percent, and camping at 65 percent. Boating is available at 32 percent of these ranches; pack trips and trail rides are each available at 14 percent. Rather surprisingly, winter sports facilities are available also at 14 percent of these ranches. Other facilities available include those for hiking, archery, tennis, mountain climbing, square dancing, rifle shooting, rock hunting, dancing, water sports, float trips, jeep and scenic tours, Indian dances, a rodeo, and general dude ranch activities.

All 77 ranch operators listed the first and second most popular recreation activities on their ranches; 68 listed the third most popular activities (table 6). As might be expected, riding is the most frequent first choice--it accounts for 78 percent of all first choices. Fishing and swimming each account for 8 percent of first choices, hunting accounts for 2 percent, and the remaining 4 percent is spread among three activities. Fishing is the most frequently mentioned second-choice recreation activity (47 percent) at these 77 ranches; swimming is second (17 percent), riding is third (12 percent), and hunting is

fourth (5 percent). Ten other activities comprise the remaining 19 percent of second-choice recreation activities on ranches. Of third choices, hunting is most often mentioned (20 percent), followed by swimming (13 percent), fishing (10 percent), and riding (8 percent). Forty-one percent of the third most popular recreation activities are spread among 16 types of activities.

In general, riding is the most popular recreation activity; it accounts for 33 percent of the 222 activities listed. Fishing is second in overall popularity, with 22 percent of the total mentioned. Swimming is third, with 13 percent of the total. It is closely followed by hunting, with 11 percent. The remaining 21 percent comprises 18 of the 22 activities.

Table 5. -- Ranches: Available recreation facilities, by region

Type of facility	East	West	All
	Number	Number	Number
Fishing -----	6	59	65
Hunting -----	5	56	61
Swimming -----	6	54	60
Horseback riding -----	5	52	57
Cookout and picnicking ----	3	55	58
Camping -----	5	45	50
Boating -----	5	20	25
Pack trips and trail rides ---	1	10	11
Winter sports -----	-	11	11
Hiking -----	1	5	6
Miscellaneous -----	7	21	28
Total -----	44	388	432

Table 6. -- Ranches: Popularity distribution of specified recreation activities

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Riding -----	78	12	8	33
Fishing -----	8	47	10	22
Swimming -----	8	17	13	13
Hunting -----	2	5	28	11
Miscellaneous -----	4	19	41	21
Total -----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	77	77	68	222

Fifty of the 77 ranch operators provided usable answers to a question about hunting on their property. Of these, nine do not permit it. Twenty-four operators, who included only privately owned land in their total acreage, permitted hunting on a total of 46,844 acres.

Seventeen others, who showed that part of their total acreage was leased public land, reported that 136,957 acres is open to hunters. The total acreage in all of these ranches, except for areas around the buildings, is usually shown as available for hunting.

Ninety-three percent of 70 operators answering had ponds or lakes, streams or rivers, on or adjacent to their property. Eighty-nine percent of 76 replying were near public lands or waters used for recreation. Altogether, 68 percent of the 40 operators who answered the question indicated that private recreation resources were nearby.

NUMBER OF VISITORS AND FEES CHARGED

Guests spent 112,486 nights at 47 ranches during 1960. The usual visit is for a week or longer. In addition to the overnight guests, 9 operators estimated that they entertained 4,370 day visitors at their ranches last year. Because of several explanatory notes, we assume that most of these were persons who used these ranches as a means of access to the national forests; some ranches rent horses and pack-trip equipment to such visitors.

The principal charge at dude ranches is for room and board. Use of horses and of fishing, swimming, and other facilities is usually included in the rate for room and board. At most guest ranches, and at a few dude ranches, a separate charge is made for horseback riding. Pack trips for hunting, fishing, or just for the trip, are rarely included in the daily or weekly general charge--fees most frequently mentioned ranged from \$25 to \$50 per person per day for such trips. Weekly rates for room and board start at \$56 per person in a room for four at a guest ranch. The least expensive, all-inclusive rate mentioned by a dude ranch operator was \$67 per person. A majority of the all-inclusive fees were approximately \$100 per person per week; riding as often as the guest wishes is included in the fee.

OVERNIGHT FACILITIES AND MEALS

Although operators of four dude ranches failed to indicate that overnight accommodations and meals were available, it is assumed that they are available at all guest and dude ranches. Forty-one operators indicated type of accommodation. Twenty provide cabins or cottages, 9 have hotels or lodges, 8 provide rooms in a hotel, lodge, or in cabins, 2 house their guests in cabins or in the ranch house itself, 1 provides motel-type accommodations, and 1 has bunkhouses.

PROBLEMS REPORTED

Nearly half (48 percent) of the 73 ranch operators answering the question have no recreation-connected problems. Fire was most frequently mentioned among the 48 problems listed by 38 operators; it accounted

for 31 percent of the total listings. Trash (23 percent) is the second greatest problem. Vandalism and "help" each accounted for 8 percent, and 11 other types accounted for the remaining 38 percent of the problems listed.

PROPERTY VALUES AND INCOME

Sixty-four operators estimated the value of their ranches at a total of \$12,975,000. Unfortunately, the basis for their estimates is not known. Fifty-nine operators estimated their 1960 incomes at \$1,972,479. Apparently, some of them included the total income of the ranch, while others included only recreation income (the item requested). Thus, it is not possible to draw any conclusions about the recreation value of the property or the recreation income of these ranches. However, 68 percent of the 69 replies to the question indicated that recreation receipts met cash expenses for recreation in 1960.

PLANS FOR EXPANSION

Twenty-four percent of the 67 operators who replied plan for expanded use of presently operated property during the next 5 years. Only three indicated the acreage (1,950 acres) this expansion would involve. Twenty-nine percent of 45 operators responding plan to buy or lease additional acreage with the next few years; 5 of these operators expect to acquire an additional 1,740 acres.

Twenty operators wrote of their plans for additional facilities, whether on presently controlled land or land to be acquired. Thirty-five percent plan to add riding and hunting facilities; 30 percent will add fishing facilities. Camping and water sports facilities are planned by 20 and 15 percent, respectively, of these ranch operators. Other facilities to be added are for boating, swimming, picnicking, and pack trips; additional accommodations for guests and a dam for a lake are planned also. Twenty-five percent of these 20 ranch operators plan expansion for grazing, farming, or ranching.

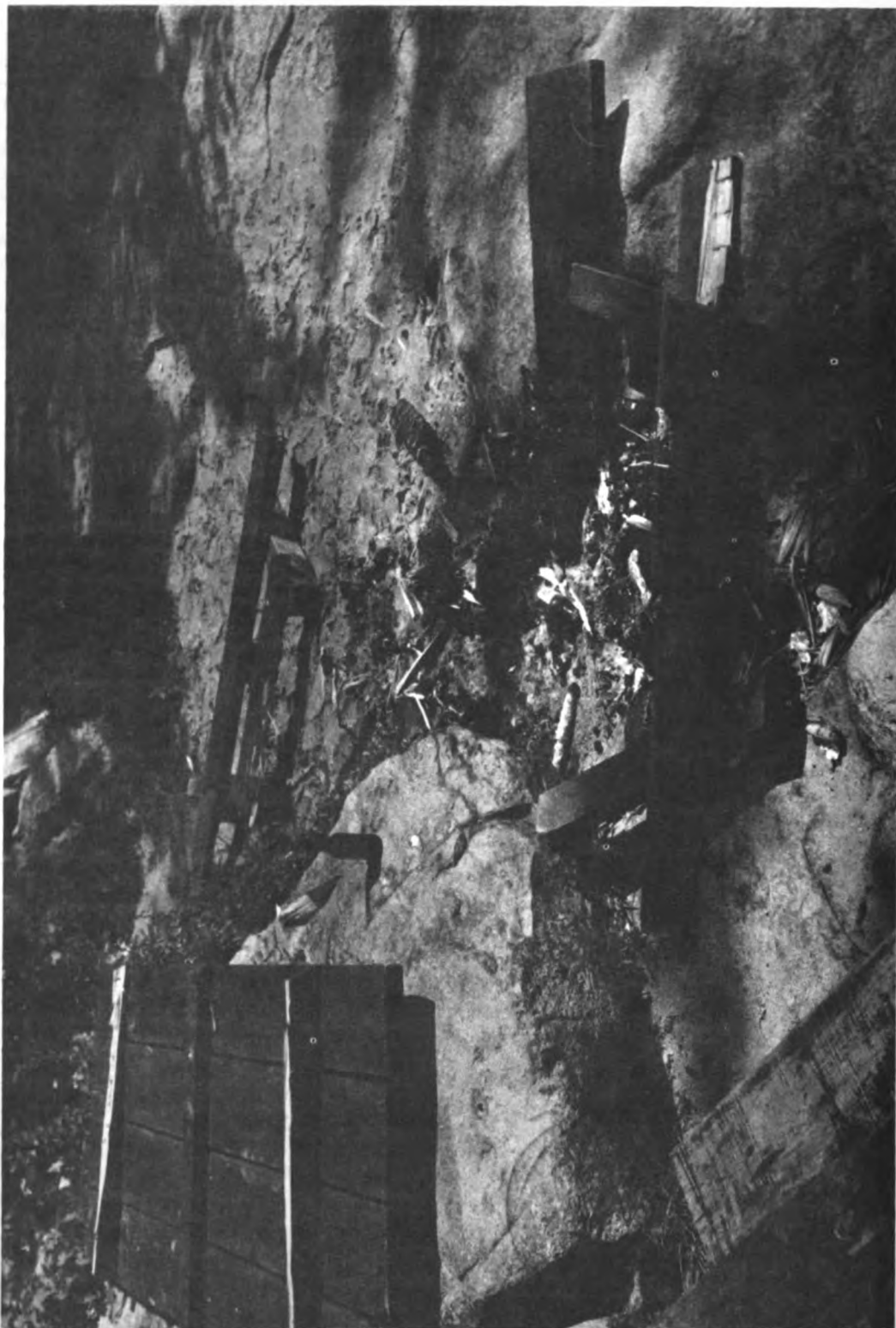


Figure 2.-- Vandalism, such as the wanton destruction of this picnic table, is the chief problem of recreation places and accounts for 27 percent of the 722 problems mentioned by 512 recreation enterprise operators. (U.S. Forest Service photograph.)

Camping comes in a variety of types. Perhaps the best-known are the organized camps for children. Ordinarily, these camps use the same grounds year after year and have at least a few permanent buildings. A smaller number of permanent camps are for adults. Day camps for children whose parents cannot, or do not want to, send them to resident camps comprise a third category. Usually these camps are in or near urban areas because travel time must be kept as short as possible.

A fourth category is the publicly owned campground, such as those found in national and State parks and forests or those operated by some local communities. A fifth category--privately owned and operated facilities where families can pitch tents or park trailers--is the subject of this chapter.

Camper who use the privately owned campgrounds usually are middle-income bracket families. Families of very low incomes cannot afford the needed equipment, and families with large incomes tend to use less primitive services. Numerous exceptions to these blanket statements exist, however, because even the very poor can find ways to finance short excursions and can find campgrounds within their financial means, while on the other hand, many well-to-do people utilize campgrounds because they enjoy camping.

The majority of camping families are young to middle-aged couples with or without children--but usually with children and accompanying assorted pets. Elderly couples usually prefer to utilize the more comfortable facilities provided by motels, resorts, hotels, and clubs.

SAMPLING PROCEDURES

Apparently, there is no single central place in the United States where one can get the names and addresses of all privately owned campgrounds. Our list of campgrounds surveyed, therefore, was taken from three available sources.¹

The three directories listed a total of 415 campgrounds as privately owned or which appeared, from the name, to be nonpublic.

Questionnaires sent to these addresses elicited responses from 145, and a follow-up mailing brought in 49 additional replies; a number of questionnaires were returned by the local post offices as undeliverable for various reasons. Thus, the 194 questionnaires returned by the campground operators represent 47 percent of the available universe.

From these 194 questionnaires returned, we found that, in fact, many campgrounds were owned and operated by municipal, State, or Federal agencies. These questionnaires were eliminated. Others were eliminated because they were poorly filled out. The analysis in this chapter is based on the 87 usable questionnaires we received.

LOCATION, ACREAGE CONTROLLED, AND AREA USED FOR RECREATION

The 87 usable questionnaires were distributed by regional areas as follows: Northeast, 31; North Central, 20; South, 9; West, 27.

Most of the campgrounds involve relatively small acreages. Tracts of less than 100 acres are used by 84 percent of the operators. More than a third (37 percent) of the total are on less than 20 acres; 32 percent are on tracts ranging from 20 to 99 acres. Twenty-six percent are on sites of 100 to 999 acres, and the remaining 5 percent have more than 1,000 acres.

These 87 operations represent a total area of 1,672,198 acres. Three of the four large holdings are in Western States; they include an Indian Nation with 1,600,000 acres, a water user's association with 56,000 acres, and a ranch of 5,000 acres. The fourth large holding, 4,000 acres, is in the East. When these four ownerships are excluded, the remaining 83 operators control a total of 7,198 acres.

All except 1,246 acres of the total is owned by the campground operators. The 5,000-acre ranch mentioned above leases 700 of the 1,246 acres. The remaining 546 acres is distributed among eight operators who lease all the land they operate (from 1 to 172 acres) and six others who lease 5 to 40 acres apiece in addition to lands they own.

Of the 87 operators, 80 indicated that recreation is the primary use of their property. The 4,000-acre southern facility is included in this group. Major uses of the remaining seven are ranching, farming, forestry, or a combination of these, a nursery, and a motel.

Recreation was the sole or the principal use on 514,928 acres of the total. This total drops to 6,914 acres when the three large western operations are excluded.

¹ *Campground Directory*, issued by the American Automobile Association, Washington, D. C.; *Campground Atlas*, published by the Alpine Press of Champaign, Ill. (both provided to us free of charge); and *Camping Trips U. S. A.*, by Rhodes, Glen, and Dale, Upper Montclair, N. J. (loaned to us by the AAA Library).

Of these 87 campgrounds, 62 percent are operated by individuals or families. Companies or corporations operate 18 percent and partnerships operate 8 percent. The remaining 12 percent include private clubs, service clubs, a nonprofit conservation organization, a water user's association, and an Indian Nation.

More than 90 percent of the 87 campgrounds is open to the public. The remaining 10 percent of the operators indicated that use of their campgrounds is restricted to "guests."

TERRAIN AND COVER

These campgrounds are located on a great variety of types of terrain. However, flat terrain and rolling terrain were the most common surface conditions reported; singly, or in combination, these were listed by 55 percent of the operators.

Forest is by far the most frequent land cover; it was listed by nearly half (45 percent) of the operators. A combination of grass and forest cover was listed by 23 percent, and 16 percent included a variety of cover classes such as sagebrush, dune grass, and bushes. Regionally, forest is the principal cover in the Northeast, South, and West, and grass is the principal cover on campgrounds in the North Central States.

VARIETY OF RECREATION FACILITIES

Although camping is naturally the principal recreation activity on these properties, many other recreation attractions also are provided. Swimming facilities are provided at 83 percent of the campgrounds (table 7). Picnicking resources are available at 79 percent, fishing at 71 percent, and boating at 69 percent. Hunting is available at a third of the ranches and winter sports at 13 percent. Of the total of 425 recreation facilities available at the 87 campgrounds, camping accounts for 20 percent, swimming for 17 percent, picnicking for 16 percent, boating for 14

percent, and fishing for 15 percent. The remaining 18 percent includes 22 types of facilities.

POPULARITY OF RECREATION ACTIVITIES

Eighty-two of the 87 campground operators listed the most popular recreation activity on their campgrounds, 81 listed the second most popular, and 70 listed the third (table 8). Camping was the most frequently mentioned first choice (40 percent of all first choices), followed by swimming (23 percent), and fishing (16 percent). Swimming was the most popular second choice (23 percent), followed by fishing (19 percent) and camping (16 percent). Fishing was the most frequently mentioned third in popularity (24 percent), followed by boating (17 percent), camping (13 percent), and swimming (12 percent). Of the 233 rankings, camping (24 percent) was the most frequently mentioned, followed by swimming (20 percent), fishing (19 percent), boating (11 percent), and picnicking (8 percent). Twenty-one types of activities are included in the remaining 18 percent.

OTHER RECREATION RESOURCES

The affinity between water resources and recreation activities has been mentioned frequently in other studies. Sixty of the 64 operators who provided information for this part of the study have for swimming and boating use a pond, lake, stream, or river on their property, or they are adjacent to one or more of these or to a bay or ocean. Fishing waters, specifically, are available at or near 43 of the campgrounds.

On or near these campgrounds, there is a total of 58 lakes or ponds and 49 rivers or streams. Two others abut on bays, 3 front on the ocean, 1 is located on both bays and ocean, and 1 is on a harbor and the ocean. Of this total, 5 lakes and 15 rivers are on Indian tribal lands and 1 lake is on water association property.

Public lands and waters used for recreation obviously attract campgrounds. Of the 84 operators who

Table 7. -- Campgrounds: Available recreation facilities, by region

Type of facility	North-east	North Central	South	West	All
	Number	Number	Number	Number	Number
Camping -----	31	20	9	27	87
Swimming-----	29	20	5	18	72
Picnicking-----	24	17	6	22	69
Fishing-----	25	11	8	18	62
Boating-----	21	19	6	14	60
Hunting-----	14	4	1	10	29
Winter sports -----	3	2	1	5	11
Miscellaneous-----	19	2	6	8	35
Total -----	166	95	42	122	425

¹ Includes 1 with only unimproved trailer sites.

Table 8. -- Campgrounds: Popularity distribution of specified recreation activities

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Camping-----	40	16	13	24
Swimming-----	23	23	12	20
Fishing-----	16	19	24	19
Boating-----	5	11	17	11
Picnicking-----	5	14	4	8
Miscellaneous-----	11	17	30	18
Total-----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	82	81	70	233

answered the question, 77 percent indicated their campgrounds are near public lands or waters. Other private lands and waters used for recreation also are an attraction; the camps of 43 percent of the operators answering this question are near such resources.

Oddly enough, 4 (5 percent) of the 87 operators indicated that their camps have no overnight facilities; presumably, they offer only unimproved campsites, because each of them in answer to another question indicated that camping facilities are provided. Another two respondents (2 percent) wrote that they have unimproved campsites. Improved campsites are offered by 76 (87 percent of the total) campgrounds, and 5 (6 percent) have no tent sites but do provide trailer sites. These campgrounds also provide other overnight accommodations--a hotel, a lodge, a motel, and 2 hostels. Fifteen campgrounds have cottages or cabins, and 57 of the campgrounds with tent sites also have trailer sites.

Meals or food are available on the premises of 47 percent of the 87 campgrounds, and are available near another 35 percent. At 18 percent of the campgrounds, food apparently is available neither on the grounds nor nearby, and campers must carry their own supplies.

NUMBER OF VISITORS

It is difficult for operators of campgrounds to estimate the number of people they serve because their charges are made on units based on a campsite or family group. However, 54 operators made estimates that seemed to be reasonably reliable; their estimated visitor nights in 1960 totaled 514,875. Apparently, 9 percent of the campgrounds are small or had poor seasons because their estimates of visitor nights were less than 500 for the 1960 season. Twenty-two percent ranged between 500 and 999. Another 35 percent estimated that their guests ranged between 1,000 and 4,999 for the year, 11 percent ranged from 5,000 to 9,999 visitor nights, and

the remaining 23 percent served 10,000 or more guests overnight.

FEES CHARGED

Virtually all of the operators charge for use of their campgrounds. One of the 87 campgrounds was new and therefore the operator had not made charges, and operators of another 5 reported that they do not charge fees. Of these, one is a small area in the North Central Region operated by a gas station owner who leases the land from the State road commission and provides free water and electricity. The other four are in the West; one is individually or family-owned, and three are private clubs. Interestingly enough, one of the private clubs had an income in 1960 of \$500--gathered from a donation box at the campground.

Apparently, fees charged at the campgrounds do not vary from region to region, but types of charges vary remarkably from one camp to another. Charges vary from a single fee to a complex system of fee calculation. For example, \$0.50 per person per day, \$1 per site per day, and \$3 per family per day were among the straight fees. Complex charges included \$1 per night per car plus \$0.25 per person, and \$1.50 for four people per night plus \$0.25 per person over four. Frequently, trailer camping is a bit more expensive than tenting. One progression in fees ran from \$0.50 a day per car to \$1 per tent per day, to \$1.50 per trailer per day. Another operator charges \$1 per day per tent, and \$1.50 per day for trailers.

PROBLEMS REPORTED

Forty-one operators reported that they had no problems related to the campgrounds. Three others did not list any problems and are assumed to have none. Thus, slightly more than half of all operators appear to have no particular problems with their campground operations. The remaining 43 operators listed a total of 67 problems (table 9).

Trash was the problem mentioned most frequently, accounting for 37 percent of all complaints. Vandalism, the second most frequent complaint, accounted for 25 percent of the total, followed by fire (18 percent) in third place. No other problem was mentioned more than three times.

PROPERTY VALUES AND INCOME

Property values are listed as totaling \$4,460,842 for 70 campgrounds. Excluded from these estimates are the three very large campgrounds in the West, one of 4,000 acres in the South, and another in the South that is an adjunct to a multimillion-dollar enterprise. Unfortunately, we have no way of knowing which of the operators included the value of

Table 9. -- Campgrounds: Distribution of problems mentioned by 43 operators, by region

Type of problem	North-east	North Central	South	West	All
	<u>Percent</u>	<u>Percent</u>	<u>Percent</u>	<u>Percent</u>	<u>Percent</u>
Trash -----	31	47	37	36	37
Vandalism -----	15	27	27	29	25
Fire -----	23	6	18	21	18
Miscellaneous -----	31	20	18	14	20
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>
Problem listings -----	13	15	11	28	67

non-recreation property nor how many used their "asking prices."

Pitfalls similar to those mentioned relative to valuation estimates prohibit confidence in many answers relative to gross estimates of business income for the year. However, after excluding the three large western and two southern campgrounds and culling the obviously unrealistic answers, the remaining 67 campgrounds reported cash incomes totaling \$746,406 in 1960.

Receipts covered cash operating expenses for 66 percent of the campgrounds. The regional distribution of poor financial returns seems significant. Southern operators were evenly divided between those whose receipts covered expenses and those whose receipts did not cover them. In the Northeast and the North Central States, and in the West, approximately twice as many operators' recreation receipts covered their cash operating cost as those whose receipts did not meet such costs.

PLANS FOR EXPANSION

Expansion of recreation facilities is planned on land presently owned or leased by 51 of 77 operators who replied to this question. Sixteen of these operators plan to expand their activities on a total of 640 acres,

which excludes 100,000 acres of expanded recreation activity planned for the lands owned by the Indian Nation.

Forty-one (68 percent) of the 60 operators replying do not expect to buy or lease additional lands for recreation use. Of the 19 (32 percent) planning to add lands through lease or purchase, 11 provided estimates that totaled 3,274 acres. Of this, the major part, 3,040 acres, is in the West.

FACILITIES TO BE ADDED

Fifty-eight operators indicated the facilities for which additional recreation acreage, whether now in their control or to be bought or leased later, will be used. Twenty-five different types of facilities for recreation activity are to be added (table 10). Ninety-three percent of the 58 operators will add camping. Picnicking facilities will be added by 45 percent, and 43 percent of these respondents will add swimming facilities. Boating facilities are planned by 29 percent, and fishing facilities by 24 percent.

Camping alone accounts for 31 percent of the 175 planned facilities. Picnicking accounts for 15 percent and swimming, boating, and fishing together account for 32 percent of the total plans. The remaining

Table 10. -- Campgrounds: Additional recreation facilities planned for 1961-66, by region

Type of facility	North-east	North Central	South	West	All
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>
Camping -----	25	11	8	10	54
Picnicking -----	7	4	7	8	26
Swimming -----	13	3	3	6	25
Boating -----	10	2	—	5	17
Fishing -----	8	3	1	2	14
Hunting -----	5	1	—	2	8
Winter sports -----	2	2	—	2	6
Miscellaneous -----	5	6	4	10	25
Total -----	75	32	23	45	175

22 percent include hunting, winter sports, and trailer site facilities, amenities such as hot showers and a

laundromat, and a summer theatre, nature walks, and a seaplane base.

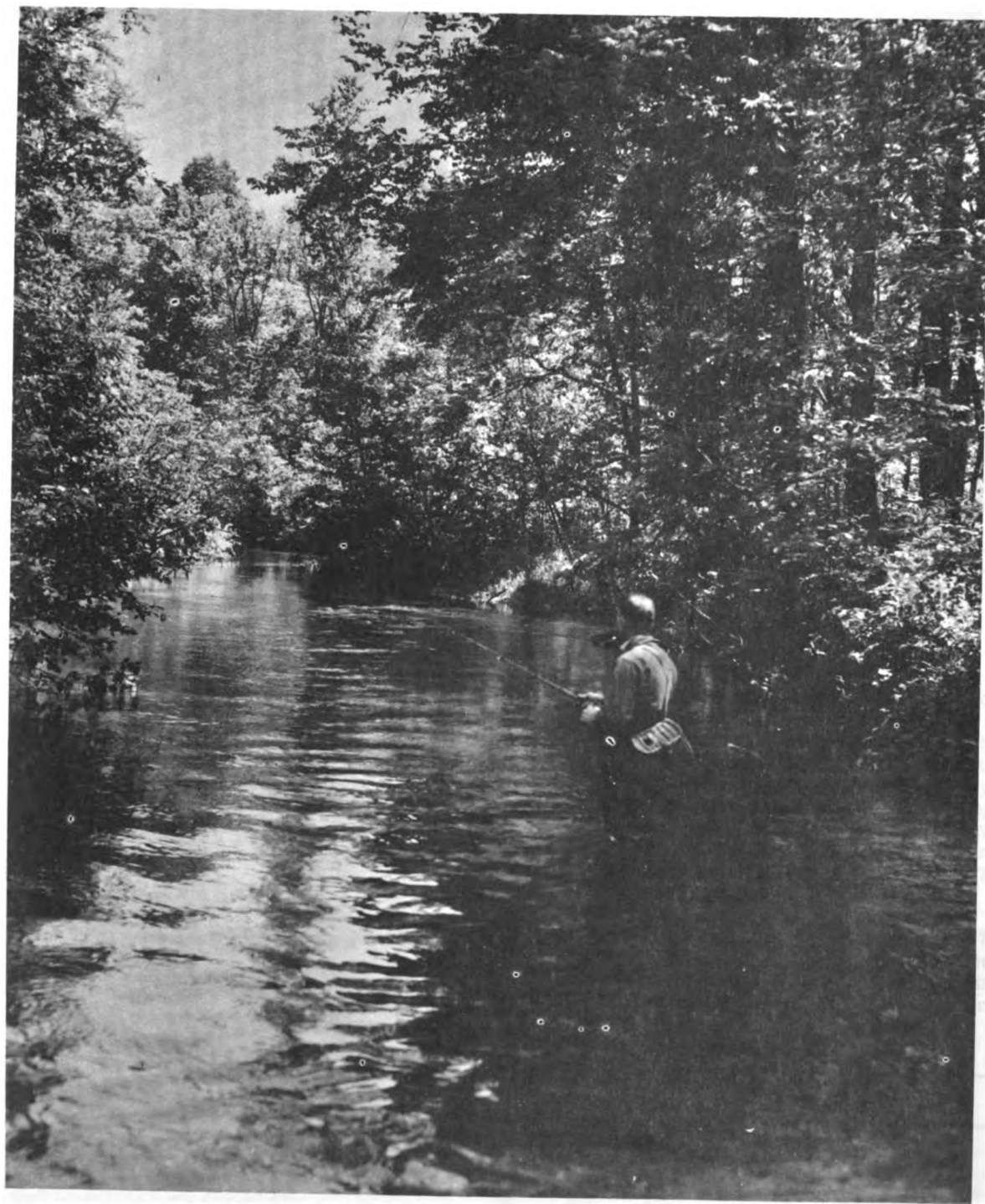


Figure 3.-- Fishing is the second most popular activity at the 1,326 privately operated recreation facilities inventoried. (U.S. Forest Service photograph.)

With the increase in leisure time, the higher discretionary income per family, and the increased ease of transportation, the demand for waterfront recreation opportunities has increased greatly. But in many sections of the United States, most of the shoreline has been developed with vacation-time or year-round homes and thus is not available for public recreation. In others, hotels and motels have acquired relatively long stretches of private waterfront. State, national, and, in some instances, county or municipal, parks provide the general public with its major chance to enjoy the unique qualities of our many miles of shoreline. Unfortunately, these facilities are limited in number. Competition for the little shoreline not already highly developed is keen, and the price of a lot and cottage is beyond the means of many people.

In many areas, commercial beaches provide the only opportunity for persons of limited means to enjoy, for a small fee, swimming, sunbathing, and, in some places, boating and fishing. Commercial beaches are to be found along the shores of many rivers, lakes, and bays. Still others are located along the shores of the Atlantic and Pacific Oceans and the Gulf of Mexico.

SAMPLING PROCEDURES

So far as we were able to discover, there is no association of commercial beach operators as such. Thus, we were unable to obtain any idea of the total number of commercial beaches in this country. However, there is a National Association of Parks, Pools, and Beaches, and from the 1961 Manual & Guide, given us by the association, we selected the names and addresses of all firms listed which included the word "beach" in the description. Of necessity, then, these beaches include many which offer a variety of amusements, rides, and games.

Questionnaires were mailed to 203 such firms. Operators of 82 of them returned questionnaires from the original mailing, and an additional 42 returned questionnaires from the follow-up mailing. Thus, the total returned was 61 percent of the number on our mailing list.

A number of the questionnaires returned reported only on swimming pools; these questionnaires were excluded from our analysis. Questionnaires returned by operators of publicly owned beaches and from operators of those obviously within the boundaries of cities with populations of 10,000 or more were excluded also. Still others were eliminated because of insufficient data.

LOCATION, TYPE OF OPERATOR, ACREAGE CONTROLLED, AND AREA USED FOR RECREATION

The 62 usable questionnaires were distributed by regional areas as follows: Northeast, 33; North Central, 18; South, 10; and West, 1.

The majority (61 percent) of the commercial beaches discussed in this chapter are operated by companies or corporations. Thirty-six percent are operated by individuals or families, and the remaining 3 percent are private clubs.

Ninety-four percent of the 62 beaches are open to the general public. The four open only to guests are in the Northern States. They include the two beaches operated as private clubs.

The beaches vary greatly in size--from a half-acre beach in the Northeast to a 1,600-acre holding in the South. Twenty-three percent of the 62 beaches have 100 or more acres. However, 18 percent of them are on sites of less than 10 acres (all of these are in the Northern States), 48 percent are between 10 and 49 acres, and 11 percent are between 50 and 99 acres.

The total acreage in these 62 beaches is 5,978. All except 111 acres are owned by the beach operators. The site of a 4-acre beach operated by a company or corporation in a northeastern State is wholly leased from an individual or family. Another company or corporation operated beach in the Northeast has a total of 33 acres, 7 of which are leased from a company or corporation. A company or corporation in another northern State owns 7 acres and leases an additional 20 acres from an individual or family. A southern company or corporation leases its entire 80 acres from an individual or family.

Of the 62 beaches, only 3--2 in the Northeast (rental apartments, restaurant-bar) and 1 in the South (forestry)--have a primary use other than recreation. All are open to the public.

TERRAIN AND COVER

Forty-five percent of the beaches are on flat land; 31 percent are on rolling land. The remaining 24 percent include beaches on hilly sites and those on combinations of terrain types.

Grass is the cover on 40 percent of the 61 beach properties; 23 percent have a combination of grass and trees, or grass and forest cover. Seventeen percent of the beaches have forest cover, 15 percent are sand, and the remaining 5 percent include grass and sand, and, surprisingly, macadam and slag.

VARIETY OF RECREATION FACILITIES

These 62 beaches provide a great variety of recreation facilities. Altogether, they provide 302 facilities of 25 different types of outdoor recreation (table 11). It was expected that all of the 62 would provide swimming facilities, and that many would have picnicking areas (89 percent of the beaches have picnic areas), but it is surprising that so many provide boating (77 percent), fishing (74 percent), and camping (35 percent).

Swimming, boating, and fishing amount to 52 percent of all recreation facilities at these beaches. Picnicking accounts for 18 percent and camping for 7 percent. Amusement facilities make up only 6 percent of the total. The remaining 17 percent includes 19 types of facilities ranging from winter sports, childrens' playgrounds, and volleyball, horseshoes, and other field sports facilities, to a marina, a drive-in theatre, and a flying school!

Table 12. -- Commercial beaches: Popularity distribution of specified recreation activities

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Swimming-----	66	15	9	31
Boating-----	3	22	21	15
Fishing-----	3	12	11	9
Picnicking-----	11	33	19	21
Amusements-----	10	5	23	12
Miscellaneous-----	7	13	17	12
Total-----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	62	60	58	175

Table 11. -- Commercial beaches: Available recreation facilities, by region

Type of facility	North-east	North Central	South	West	All
	Number	Number	Number	Number	Number
Swimming-----	33	18	10	1	62
Picnicking-----	27	18	10	-	55
Boating-----	26	16	6	-	48
Fishing-----	25	17	4	-	46
Camping-----	13	5	4	-	22
Amusements-----	8	5	3	1	17
Miscellaneous-----	23	16	13	-	52
Total-----	155	95	50	2	302

The several types of recreation at these beaches vary in popularity from swimming and boating, for example, to sunbathing and flying (table 12). Swimming is the most popular of all recreation activities, accounting for 31 percent of the 175 choices listed. Picnicking is second in overall popularity, with 21 percent. Boating (15 percent) and amusements (12 percent) are third and fourth in the overall popularity listing. All others amount to 21 percent.

Swimming is by far the most popular first choice, accounting for 66 percent of all first choices. Picnicking is most frequently mentioned as second in popularity (33 percent of second choices), and amusements (23 percent) lead boating (21 percent) and picnicking (19 percent) for third place in popularity by a narrow margin.

Hunting is permitted on a total of 1,948 acres in seven beach properties. The smallest hunting acreage is 23 acres; the largest is 1,200.

All of the 61 beach operators who replied to the question concerning waters available for swimming and boating indicated that one or more bodies of water

are available on or adjacent to their properties. A majority of the 61 beaches are on lakes (62 percent). Thirteen percent are on a lake and a river, 8 percent are on rivers, and 7 percent (all in the Northeast) are on the Atlantic Ocean. In addition, other beaches (8 percent) are on bays or sounds; and one (2 percent) said his facility is on a "half-mile sand beach."

FEEES CHARGED

Fees are charged by 56 of the 60 beach operators responding to this question. The fees vary.

Several operators make no charge for parking, entrance, swimming, or picnicking, but rely entirely on income from amusement rides and food sales. One operator charges only for boat rental (\$2 per day), or for use of his boat ramp (\$1) if the visitor brings his own boat.

Most of the operators in this sample who answered the question charge only a single fee for use of the property and, when applicable, an additional charge for boat rental. Frequently, the single fee is for

parking (ranging from \$0.25 to \$1 per car per day) or to enter the grounds (ranging from \$0.35 per adult to \$0.20 per child to \$0.75 per adult and \$0.50 per child). Still other operators charge only for swimming; one charges \$0.50 per person and another charges \$0.52 for adults and \$0.26 for children. One beach operator bases the charge on the use of picnic tables; he charges \$0.75 per day per table.

Several combinations of charges mentioned were for parking and picnicking (parking \$0.50 per car and picnicking \$0.50 per car, parking \$1 per car and picnicking \$1 per car), and parking and swimming \$0.25 per car to park plus \$0.25 to \$0.50 per person to swim; \$0.50 per car for parking plus \$0.60 per person for swimming).

When applicable, boating fees charged range from \$0.50 to \$1 per hour and from \$1 to \$2.50 per day, presumably for rowboats. One operator rents sailboats at \$3 per hour. At two beaches, separate charges of \$1 and \$1.50 per day are made for fishing.

NUMBER OF RECREATION VISITS

The beaches of 26 operators were visited during the 1960 season by a total of 7,437,830 persons. Twelve of the beaches in the Northeast drew a total of 1,159,992 persons; the smallest number at one beach was 500 persons and the largest number was 500,000. Although only nine of the replies from North Central States were usable, the total number of visitors at these nine beaches was much larger--5,578,200. The range was also higher, from 3,200 to 2,500,000 persons. Four southern operators reported a range from 10,000 to 111,638 visitors, and their total was 199,638. The one western beach was visited by 500,000 persons.

AVAILABILITY OF OVERNIGHT ACCOMMODATIONS AND MEALS

Rather surprisingly, 32 percent of the beaches provide overnight facilities--ranging in type from camping and trailer sites to cabins, cottages, motels, and hotels. Although only seven estimates concerning the number of visitor nights were usable, the replies

show that overnight accommodations at several of the beaches are "big business." The range among these seven is from 1,000 to 200,000 visitor nights (the latter is the northern beach that attracted 2,500,000 visitors during the daytime). In no instance was the number of visitor nights more than one-fifth of the number of visitor days.

Food or meals were available on the beach premises of 83 percent of the 60 operators who answered. Five of the beach operators (8 percent of the 60) who replied that food is not available on their grounds indicated that it is available nearby.

PROBLEMS

Forty-three percent of the 61 operators who answered the question had no problems; fifty-seven percent had problems. Trash accounted for 37 percent of the 57 problems listed. Vandalism accounted for 32 percent, crowded conditions for 10 percent, and fire for 9 percent. The remaining 12 percent included parking, financing, beach erosion, taxes, and the need for cleaning up a lake.

PROPERTY VALUES AND INCOME

Only 44 of the 62 operators showed the value of their recreation facilities. The total value of the 44 reported was \$23,473,000, but again there is no way of knowing precisely what the operators included in their "value of recreation facilities."

Forty-four also reported receipts from recreation. Unfortunately, they were not always the same operators who had answered the previous question. Receipts for these 44 totaled \$7,953,875. Interestingly enough, those operators with enterprises other than recreation as the primary use of the land were not among those having the highest receipts.

Seventy-six percent of the 55 who replied to the question indicated that the recreation receipts covered their cash operating expenses during 1960.

Thirty-seven percent of the 59 operators answering indicated that they planned to expand opportunities for recreation on property they now own or lease. Only 19 percent of the 36 replying planned to acquire

Table 13. -- Commercial beaches: Additional recreation facilities planned for 1961-66, by region

Type of facility	North-east	North Central	South	West	All
	Number	Number	Number	Number	Number
Picnicking-----	8	1	4	-	13
Swimming-----	5	2	3	-	10
Camping-----	2	3	2	-	7
Boating-----	2	1	3	-	6
Amusements-----	4	1	1	-	6
Miscellaneous-----	4	2	5	1	12
Total-----	25	10	18	1	54

additional acreage for recreation use; four of these plan to acquire a total of 70 acres.

PLANS FOR EXPANSION

Expansion plans, whether on present acreage or acreage to be acquired, were indicated by 24 respondents (table 13). The importance of picnicking at commercial beaches is indicated by the fact that

more than half of the 24 operators plan to add picnic facilities. Additional swimming facilities are planned for 42 percent of these beaches. Picnicking and swimming account for 24 and 19 percent, respectively, of all facilities planned. Other facilities are planned for camping (13 percent of all facilities) and for boating and amusement (each 11 percent). Six other types of facilities account for the remaining 22 percent of planned facilities.

Pleasure boats are no longer solely the playthings of the well-to-do. Almost anyone who is interested can buy a boat--an 8-foot sailing dinghy, and ocean racing yacht, a folding-boat with outboard motor, or a luxurious cruiser--on the installment plan.

The burgeoning interest in boats of all kinds is reflected in the increasing number of yacht clubs and in their growing memberships. These clubs vary from the long-established ones to those so new they are still seeking sites on which to build docks and clubhouses. Yacht clubs also vary in type of membership and in the types of boats owned by members.

Questionnaires were mailed to 980 yacht clubs listed in either Lloyds Register of American Yachts (1959) or the 1961 listing of yacht clubs provided by the National Association of Engine & Boat Manufacturers, Inc. Eliminated from these lists were Coast Guard Auxiliary groups, U. S. Power squadrons, sailing and cruising associations known to be merely groups of racing and cruising enthusiasts meeting only a few times each year, and other known or believed not to be yacht clubs. Of the 980 questionnaires mailed, 48 percent were returned--343 from the original mailing and 131 from the follow-up mailing.

Several of the questionnaires turned out to be from facilities other than yacht clubs; these questionnaires were eliminated. Also excluded from analysis were those giving insufficient data. Of the remainder, when there were more than 10 usable questionnaires from any one State, the total number to be analyzed was reduced to workable limits by further sampling. In this way, the number of questionnaires analyzed for each region reflects the number of usable questionnaires received from that region.

LOCATION, ACREAGE CONTROLLED, AND AREA USED FOR RECREATION

The 152 questionnaires utilized were distributed by regional areas as follows: Northeast, 79; North Central, 19; South, 33; West, 19; and Puerto Rico-Virgin Islands, 2.

The majority (66 percent) of the yacht clubs are on sites of less than 5 acres. Seventeen percent are on sites of less than 1 acre, 49 percent are on sites of 1 to 4.9 acres, 17 percent are on 5 to 9.9 acre sites, and only 17 percent are on sites of 10 acres or more. In the Northeastern, North Central, and Southern Regions, more of the clubs are on sites of 1 to 4.9 acres than on lots of any other size, while in the West the acreage spread is rather even. Sites of yacht clubs in this sample range from 0.1 to 135 acres; the total is 1,247 acres.

Leasing is important among the 152 clubs operating on the smaller sites; 6 percent of the clubs surveyed both own and lease land; 41 percent are entirely on leased land. Of the 63 clubs on wholly leased land, 38 clubs (60 percent) occupy between 1 and 4.9 acres. Two-thirds of the north-central and western clubs are located on leased land, as is one of the two Puerto Rico-Virgin Island clubs. Less than half of those in the Northeast (43 percent) and in the South (36 percent) are on lands partly or wholly leased.

Valid replies were received from 58 of the 72 leasing clubs concerning ownership of leased land. Thirty-one percent indicated that the lease is with a city, town, or village. Twenty-four percent lease from companies or corporations, 10 percent from States, 10 percent from individuals or families, 9

Table 14. -- Yacht Clubs: Available recreation facilities, by region

Type of facility	North-east	North Central	South	West	Puerto Rico & Virgin Islands	All
	Number	Number	Number	Number	Number	Number
Boating -----	78	20	33	19	2	152
Swimming -----	52	8	24	15	1	100
Fishing -----	43	6	22	11	2	84
Picnicking -----	24	9	10	8	1	52
Miscellaneous -----	33	6	18	6	1	64
Total -----	230	49	107	59	7	452

percent from the Federal Government, 7 percent from county governments, and the remaining 9 percent (5 respondents) lease from "harbor board," a railroad, a township, an orphanage, or from both the State and Federal Governments.

VARIETY OF RECREATION FACILITIES

The 152 yacht clubs in the sample provide facilities for 18 different types of outdoor recreation (table 14). All, of course, provide boating facilities; 66 percent provide for swimming, 55 percent have fishing, 34 percent provide picnicking, and 10 percent have tennis courts. Although only 7 percent have clubhouses, according to the replies to the questionnaire, it is obvious that most persons answering this question have simply failed to state that there is a

clubhouse or other building for social functions. Boating accounts for 34 percent of the 452 total listings of facilities. Swimming and fishing account for 22 and 19 percent, respectively, and picnicking for another 11 percent. The remaining 14 percent of the total listings includes such facilities as tennis courts, golf courses, and even winter sports and a bowling alley.

Of the respondents who reported their club's facilities for mooring and docking boats, some indicated facilities solely for mooring or for docking, while others reported several types of such facilities. Facilities for 1,706 boats in slips, in berths, or at docks are provided at 28 clubs; five clubs provide floats to which 111 boats can be tied, 3 provide moorings for 166 boats, and 1 provides an anchorage for 100 boats. In addition, one club reported that it has space in its harbor for 166 boats. Two clubs have outhaul space for 255 boats.

The popularity of specified recreation activities varies widely. The general category of boating is, of course, the most popular. It includes sailing, races, and sailing instruction, and accounts for half of all the 348 listings (table 15). Swimming is next most popular, accounting for 20 percent of the total. Fishing (9 percent), social activities (6 percent), picnicking (4 percent), and tennis (4 percent) are popular also. Twelve types of activities are included in the remaining 7 percent of the listings of the three most popular activities at each yacht club.

All of the 152 respondents indicated the most popular activity at the yacht clubs, 123 listed the second most popular activity, and 73 indicated the third most popular activity. Boating heads the list of first choices, with 88 percent of all first-choice activities. Swimming is the most frequent second choice, with 37 percent of all second choices, and swimming (19 percent), social activities (17 percent), and fishing (14 percent) are the most popular third choices.

NUMBER OF RECREATION VISITS

During 1960, 293,900 persons visited 26 of the yacht clubs. Of these, 8 had attendance in the range of 1,000 to 4,999 guests, 8 had an attendance of between 5,000 and 9,999, another 8 were in the 10,000 to

Table 15. -- Yacht clubs: Popularity distribution of specified recreation activities

Type of facility	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Boating -----	82	25	7	46
Racing -----	6	2	—	43
Sailing instruction --	—	2	1	1
Boating category-	88	29	8	50
Swimming -----	6	37	19	20
Fishing -----	1	15	14	9
Social activities --	1	5	17	6
Picnicking -----	1	5	12	4
Tennis -----	1	2	12	4
Miscellaneous -----	2	7	18	7
Other sports ----	12	71	92	50
Total -----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	152	123	73	348

Table 16. -- Yacht clubs: Additional recreation facilities planned for 1961-66, by region

Type of facility	North-east	North Central	South	West	Puerto Rico & Virgin Islands	All
	Number	Number	Number	Number	Number	Number
Boating -----	19	5	11	8	1	44
Swimming -----	7	—	3	2	1	13
Picnicking -----	3	—	2	1	—	6
Fishing -----	2	—	—	2	1	5
Miscellaneous -----	6	—	3	1	—	10
Total -----	37	5	19	14	3	78

24,999 range, 1 was in the 25,000 to 49,999 group, and 1 in the 50,000 to 99,999 bracket. The second largest attendance was for a club in the Northeast and the largest was for a club in the West.

AVAILABILITY OF MEALS

Fifty-two percent of the 145 respondents who answered the question indicated that meals are available on the yacht club's premises. Forty-two percent of the 69 who indicated that meals are not available on the club grounds checked that food is available nearby.

PROBLEMS

Forty-eight percent of 141 respondents indicated that their clubs have no problems. The 73 respondents reported 102 problems. Thirty-eight percent were problems with vandalism, and 27 percent concerned

crowded conditions. Trash accounted for 19 percent of the problems, fire for 10 percent, and the remaining 6 percent included 5 types of problems.

PLANS FOR EXPANSION

Facilities at yacht clubs are to be expanded during the next 5 years, according to the 56 replies to a question concerning plans for the future. Nine different kinds of facilities were mentioned among additional recreation facilities planned for 1961-66. Seventy-nine percent of the respondents indicated that boating would be added; this accounts for 56 percent of the 78 facilities listed (table 16). Swimming facilities will be added by 23 percent of these yacht clubs, 11 percent will add picnicking facilities, and 9 percent plan additional facilities for fishing. Among the miscellaneous facilities planned are those for court games and golf.

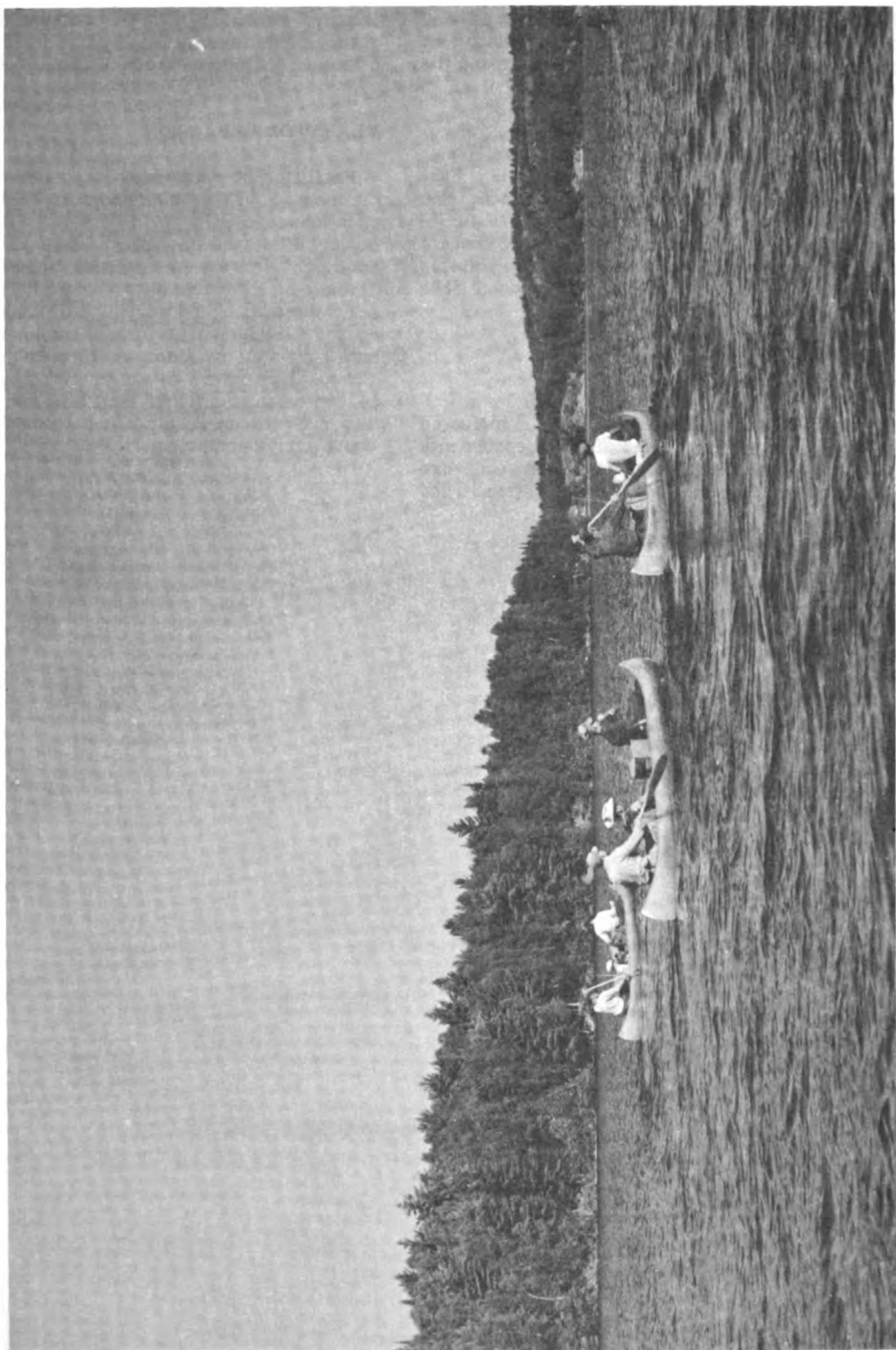


Figure 4.-- Boating (which includes canoeing, rowing, sailing, and motorboating) is tied with hunting as the third most popular activity at the 1,326 privately operated recreation facilities inventoried. (U.S. Forest Service photograph.)

Boat clubs differ from yacht clubs chiefly in the types of boats owned by members. Outboard motor boats of various sizes and the smaller inboard boats probably are the principal types found at boat clubs, while sailboats and inboard motor cruisers, as well as some outboard boats, are found at yacht clubs.

The Outboard Boating Club of America provided us with a mailing list of boat clubs. After eliminating those also on the yacht club mailing list, we sent questionnaires to 357 clubs throughout the United States; 133 (37 percent) were returned. After excluding forms containing insufficient information, the questionnaires returned by 46 clubs were analyzed.

LOCATION, ACREAGE CONTROLLED, OWNERSHIP, AND AREA USED FOR RECREATION

Thirteen of the boat clubs are in the Northeast, 18 are in the North Central States, 11 are in the South, and 4 are in the West. These 46 boat clubs have a total of 266 acres. The smallest site is one-fourth of an acre and the largest is 33 acres; both of these are in the South. Eight percent of the clubs are on sites of less than 1 acre. More than half (52 percent) are in the 1 to 4.9 acre range. Twenty percent have between 5 and 9.9 acres, and 20 percent have more than 10 acres.

Twenty-six clubs (57 percent of all in this sample) are on land that is wholly leased or similarly controlled. Two other clubs are on sites partly leased.

Forty-three percent of the 28 sites partly or wholly leased is owned by companies or corporations. Individuals or families own 18 percent, State-owned property accounts for 11 percent, 7 percent is on Federal land, 7 percent is city owned, and the remaining 14 percent includes land owned by a partnership,

a township, county-controlled Federal land (BLM), and one of which half is owned by an individual or family and the other half by the Veterans of Foreign Wars.

Recreation is the principal land use of all 46 boat-club properties. Excluding the 9 acres of a club not replying to the question, 77 percent of the 257 acres in the sites of the 45 clubs is used for recreation. By region, recreation use varies from 41 percent of total boat-club acreage in the Northeast and 60 percent in the West to 87 percent in the South and 97 percent in the North Central States.

TERRAIN AND COVER

The majority of the boat clubs (64 percent) are on flat lands and are, of course, adjacent to large streams, rivers, lakes, or bays. Altogether, these 46 clubs have access to 32 lakes, 39 rivers, a bay, and a bayou.

Grass is the predominant cover. More than half of the 44 club reporters checked this answer, and still others indicated the cover as a combination of grass and sand, grass and marsh, or grass and trees or forest.

RECREATION FACILITIES AND ACTIVITIES

All of the boat clubs provide boating facilities (table 17). In addition, picnicking facilities are provided by 89 percent of the clubs, fishing by 76 percent, swimming by 72 percent, and camping by 44 percent. Boating and picnicking together account for nearly half of the total listing of 182 facilities. Four types of facilities, chief of which are those for

Table 17. -- Boat clubs: Available recreation facilities, by region

Type of facility	North-east	North Central	South	West	All
	Number	Number	Number	Number	Number
Boating-----	13	18	11	4	46
Picnicking-----	12	16	10	3	41
Fishing-----	7	15	9	4	35
Swimming-----	9	11	9	4	33
Camping-----	2	9	6	3	20
Miscellaneous-----	2	2	2	1	7
Total -----	45	71	47	19	182

winter sports, are included in the miscellaneous category.

As might be expected, boating is the most popular of the 10 types of activity at these clubs. It accounts for 87 percent of the 46 first choices and for 35 percent of the total 128 mentioned (table 18). Picnicking was most often mentioned as the second most popular activity, accounting for 25 percent of a total of 43, and water skiing led as the third most popular activity, with 26 percent of the 39.

Table 18. -- Boat Clubs: Popularity distribution of specified recreation activities

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Boating -----	87	7	5	35
Fishing -----	5	21	21	15
Picnicking -----	2	25	15	14
Swimming -----	2	21	18	13
Water skiing -----	2	14	26	13
Miscellaneous -----	2	12	15	10
Total-----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	46	43	39	128

Overall, boating (with 35 percent of all choices mentioned) was the most popular activity, followed by fishing (15 percent), picnicking (14 percent), swimming (13 percent), and water skiing (also 13 percent). Five types of activities were included in the remaining 10 percent.

NUMBER OF VISITORS

Only 12 usable answers were received to the question concerning the number of visitor days during 1960; their estimated total was 67,465. Half of the clubs had between 1,000 and 4,999 visitors, a fourth had between 5,000 and 9,999, and of the remaining fourth, 1 had fewer than 500, 1 had between 500 and 999, and 1 had more than 25,000 visitors.

Twelve clubs have overnight facilities for visitors. Eight of these clubs had improved camp sites at the time the questionnaires were returned--but one respondent wrote that spring floods might destroy his club's camp facilities. At six of these improved campsite areas a maximum of 475 persons can camp. Three clubs have both trailer sites and improved camp sites (400 maximum trailer-tent campers per night) and one club has rooms for 9 guests and has also 2 trailer sites.

The number of visitor nights for 6 clubs was

estimated as 3,050 for 1960. Half had fewer than 500 persons, 1 had 500 persons, and 2 had 1,000 visitor nights each.

FEES CHARGED

Forty-nine percent of the 45 respondents checked that fees of some kind are charged for use of the clubs' recreation facilities. Most of them are collected as members' dues. (Presumably, the other 51 percent of the clubs also levy dues.) Three clubs charge a dock rent--varying from \$2 per year per boat to \$1.50 per month per boat and \$10 per month per boat. Several clubs permit nonmembers to use their launching facilities and charge only \$1 for this service. One respondent for a 20-acre facility wrote that "all members may build docks their (sic) is no charge--16 docks at this time."

RECREATION AND FOOD FACILITIES

All boat clubs are adjacent to public waters. Seventy percent of the 27 respondents checked that their facilities are near other privately operated recreation resources.

Food or meals are available on the premises of only 9 percent of the 43 clubs whose respondents answered this question. Fifty-one percent of the 35 checked that food is available nearby.

PROBLEMS

Of 43 clubs whose respondents answered a question concerning problems, 44 percent (19) had none. Twenty-four listed a total of 32 problems. Trash, with 44 percent of the 32 listings, is the greatest problem. Vandalism is next greatest (31 percent), followed by crowded conditions (19 percent). Floods and financial problems, each mentioned once, account for the remaining 6 percent of the problems.

PLANNED EXPANSION

Only a fourth of the 42 respondents indicated that their clubs plan to expand on present acreage within the next 5 years. Three of these clubs plan expansion on a total of 10 acres. Twenty-seven percent of 33 clubs responding expect to buy or lease additional acreage by 1966; four will acquire a total of 8 acres. One club is moving to a new site.

The type of expansion, whether on new or present acreage, was indicated by 14 respondents whose clubs plan 48 facilities of 9 different types (table 19). Eighty-six percent of the 14 will increase boating facilities, 79 percent are adding picnic facilities, 64 percent have plans for swimming facilities, and 50 percent are planning fishing facilities. Camping and three other types of facilities are planned also.

Table 19. -- Boat clubs: Additional recreation facilities planned for 1961-66, by region

Type of facility	North- east	North Central	South	West	All
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>
Boating-----	4	5	3	—	12
Picnicking-----	5	3	3	—	11
Swimming-----	3	3	3	—	9
Fishing-----	2	3	2	—	7
Miscellaneous-----	4	2	2	1	9
Total -----	18	16	13	1	48

VALUE AND RECEIPTS

Thirty-three of the 46 respondents estimated the values of their clubs, which totaled to \$597,100. The range was from \$500 for a club in the Northeast to \$250,000 for one in the South.

Four clubs are new and for this reason their last year's income was unreported. Eight respondents indicated that their clubs had no income. Total income for 14 clubs was \$29,799 in 1960. Income in 1960 met cash operating expenses at only 37 percent of the 27 clubs whose respondents answered this question.



Figure 5.--Skiing is fifth in the list of most popular activities at the 1,326 privately operated recreation facilities inventoried. (U.S. Forest Service photograph.)

Skiing, one of the most fascinating of outdoor sports, has grown tremendously in popularity during the last 10 to 15 years. Formerly considered to be a sport for only the young and the daring, it is now enjoyed increasingly by mature adults and many older folk. An estimated 4 or 5 million people ski in the United States, according to the National Ski Association of America.

New equipment has made the sport safer and the increasing number of ski areas has brought reasonably good slopes within access of more people. Together, these developments have encouraged growth in the number of skiing families. Mountainous areas in the Northeast and West, and hilly areas in the northern part of the North Central States, still are the main ski areas. Snow-making machines extended the season, made it more dependable on many of these slopes, and brought the sport to such previously unlikely regions as Virginia, West Virginia, and North Carolina. Interest in skiing also has increased in the Middle West.

It is still primarily a sport for young people, especially in the snowbelt where skiable slopes are readily available. In metropolitan areas, where considerable travel and expense are involved to reach slopes, the sport is limited primarily to people in the middle to upper-middle income brackets.

Ski-faring, a skier's guidebook published annually, lists more than 500 ski facilities in the United States and Canada. From this book, purchased at a ski shop, we selected the names and addresses of 337 facilities that had not been included in our recreation resort list. Two hundred sixty-one questionnaires were filled in and returned to us. After excluding those providing incomplete information, 178 were included in our analysis. Fifty-eight of them are in the Northeast, 60 in the North Central States, and 60 in the Western States.

ACREAGE CONTROLLED AND AREA USED FOR RECREATION

A total of 81,752 acres are in the 178 ski facilities in this sample. Twenty-five percent of the sites have less than 50 acres. These are either relatively small operations with small slopes or runs, or represent only ski tows and/or lifts, possibly with accessory facilities such as warming huts and parking lots. Fourteen percent of the properties are of 50 to 99 acres. The largest number of ski areas in this sample (41 percent) have between 100 and 499 acres, and another 20 percent are even larger--11

percent have between 500 and 999 acres, and 9 percent have 1,000 or more acres. Two-thirds of the total acreage in all ski areas is in recreation use.

Recreation is the primary activity at all except 7 of the 178 ski areas. The principal activities at these seven include forestry (2), mining (2), ranching and farming (1), forestry and farming (1), and ranching (1).

OWNERSHIP AND OPERATION

Companies or corporations own 74 percent of the 178 ski area facilities; 18 percent are owned by individuals or families. The remaining 8 percent are owned by private clubs (5 percent), partnerships (2 percent), and colleges (1 percent).

A total of 175 of the 178 facilities are open to the general public. Two private clubs and a company or corporation-owned facility in the Northeast are open only to guests.

Sixty-four percent of all land in these 178 ski facilities is operator-owned. The remaining 36 percent is leased or similarly held from individuals or families, companies or corporations, or a university, or from town, city, township, State, and Federal agencies. Although only 36 percent of the total acreage involved is leased, operators of 105 ski areas (59 percent of the 178) lease or similarly control some of the land they use. More than a third of all western operators lease at least part of the land they use from the U. S. Forest Service. In the Northeast and North Central States, most leased land is privately owned, and town, township, city, and State ownership is next most frequent.

TERRAIN AND COVER

As one would expect, virtually all ski areas (97 percent) are on terrain that is either hilly or mountainous, or a combination of these. Only 3 percent are on rolling terrain, principally in the North Central State.

Forest is the principal cover on 50 percent of the properties. A combination of grass and forest covers another 35 percent, and grass alone is the principal cover of 11 percent. Rock, brush, sand, moss, and shrubs are included with grass and trees in the cover of the remaining 4 percent of the properties for which answers to this question were received.

RECREATION FACILITIES AND POPULARITY OF ACTIVITIES

Because virtually all of the recreation facilities mentioned by respondents were included in the three most popular activities at each ski area, answers to the question concerning facilities available were not analyzed.

Winter sports, of course, are the most popular recreation activities at these ski areas. They account for 63 percent of the 326 listings for the three most popular activities (table 20). Skiing alone accounts for 53 percent of the total. Quite naturally, skiing is the first choice in popularity of 173 of the 178 respondents. The remaining five listed the more general "miscellaneous winter sports" as first in popularity. At 93 ski areas, skiing is apparently the only activity, for no second or third choice was listed, and a number of correspondents wrote "skiing" for second and third as well as for first choice.

Hunting is the second most popular activity, with 8 percent of the total listings. No one activity stands out as third. Other popular activities, primarily summertime ones, are hiking, fishing, sightseeing, swimming, and picnicking; together, these activities account for 20 percent of the total. The remaining 9 percent includes 15 types of activities of a wide variety, such as camping, mountain climbing, sport car racing and karting, various water sports, scenic photography, and even skiing on straw!

OTHER RECREATION RESOURCES

Eighty-nine of the 178 ski area operators (50 percent) permit hunting on their property. At 17 of these areas, with all land privately owned (whether by the operator or lessor), hunting is permitted on a total of 40,947 acres. All except 6 percent of this land is in the Northeast or the North Central States. Twenty-five respondents, all except 6 of whom are in the West, indicated that hunting is available on their property--but more than 86 percent of these 12,748 acres is publicly owned (most of it is in national forests).

Twenty-five respondents indicated that a pond, lake, stream, river, or other body of water suitable for fishing or water sports is on or near their property.

Sixty-seven percent of the 145 responding to the question checked that public lands or waters used for recreation purposes are nearby. Of the 103 answering, 63 percent checked that other privately owned recreation facilities are nearby.

NUMBER OF VISITOR DAYS

During the 1960-61 season, 3,966,136 visitor days were recorded by 109 ski areas. The number of visitor days ranged from 500 at an area in the Northeast to one million at a western ski area. Nearly half of the ski areas reporting had between 1,000 and 9,999 visitor days.

Table 20. -- Ski areas: Popularity distribution of specified recreation activities

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Skiing -----	97	-	-	53
Other-----	3	22	14	10
Winter sports---	100	22	14	63
Hunting -----	-	20	14	8
Hiking -----	-	11	11	5
Fishing -----	-	7	13	5
Sightseeing-----	-	8	8	4
Swimming -----	-	7	8	3
Picnicking -----	-	6	10	3
Miscellaneous ----	-	19	22	9
Other-----	-	78	86	37
Total-----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	178	85	63	326

OVERNIGHT ACCOMMODATIONS AND MEALS

Overnight accommodations are available at 34 (19 percent) of the 178 ski areas. Twenty operators provide hotels or lodges, 4 have motel units, 2 have dormitories, 1 has a guest house, 1 provides both hotel rooms and improved campsites, 1 provides motel rooms and trailer sites, and 4 others provide improved campsites. Unfortunately, no indication was made as to which of these facilities are used year around. Thirty-one operators indicated the capacity of their accommodations as a total of 3,115 persons per night.

Skiers use so much energy so quickly that the availability of food on the premises of a ski area is important. All except 9 of the 168 operators answering this question indicated that food is available at their ski areas.

FEES CHARGED

All except 2 of the 178 respondents indicated that fees are charged, and it is assumed that a charge of some kind is made for the use of the other two. The lowest ski lift and ski tow fees are charged members by the clubs. In this sample, these fees range from \$0.50 to \$1 per day. At one club-owned facility, the rope tow is \$0.50 a day and use of the lift (type unspecified) is \$0.75 a day.

At all other ski areas whose operators reported charges for use of lifts and/or tows, the lowest

charge for adults during the 1960-61 season was \$1 and the highest was \$6. The most frequently mentioned charge in the Northeast is \$4; in the North Central States, \$2.50, with \$3 a close second; and in the West, \$3 and \$4 were most often mentioned. Charges for children range from \$0.50 to \$2.75 a day.

Although no operators indicated charges based solely on a single-ride basis, several indicated that they offer day, half-day, or single-ride rates. Several indicated that fees charged during the week are \$0.50 to \$1.50 lower than those for Saturdays, Sundays, and holidays. At several ski areas, chairlifts are run for tourists during the nonskiing season. Charges for these trips are per ride; some operators charge a flat rate of \$0.50 per adult and \$0.25 per child to ride up and the same to ride down; another charges only for the round trip—\$1.50.

Other charges indicated are for ski school lessons, for ski equipment rental, and for out-of-season uses. One operator mentioned that group picnicking is permitted, and the charge for this is \$15 per day for the group. Another permits picnicking, at \$0.25 a day per adult. One charges \$10 a day for fishing. Still another offers golf, at \$3 a day per person.

PROBLEMS REPORTED

Forty-seven percent of the 167 operators answering the question reported no problems concerning their ski facilities. Eighty-nine operators checked or noted a total of 135 problems. Vandalism was cited most often; it accounts for 26 percent of all problems listed (table 21). Crowded conditions (24 percent) and trash disposal (23 percent) are mentioned next most frequently. Fire (11 percent) is the fourth greatest problem at ski areas. Dominant among the remaining 16 percent of the problems are lack of snow, condition of roads, and finances.

PROPERTY VALUES AND INCOME

The total value of 157 ski areas and facilities is an estimated \$38,980,367. Receipts for 1960-61 at 146 ski areas were estimated at slightly more than \$8 million. Unfortunately, there is no way of knowing what is included in these estimates of value. However 70 percent of 165 operators noted that last year's receipts met cash operating expenses.

Table 21. -- Ski areas: Distribution of problems mentioned by 90 operators, by region

Type of problem	North-east	North Central	West	All
	Percent	Percent	Percent	Percent
Vandalism -----	19	46	19	26
Crowded-----	30	20	25	24
Trash -----	22	11	29	23
Fire -----	7	11	12	11
Miscellaneous-----	22	12	15	16
Total-----	100	100	100	100
	Number	Number	Number	Number
Problem listings --	27	35	73	135

PLANNED EXPANSION

One hundred twenty-five operators wrote that they plan to expand recreation use on a total of 2,756 acres they presently own or lease. Sixty-four plan to acquire 7,818 acres for recreation use. The plans of 141 operators indicate that a total of 219 recreation facilities of 16 different types are planned (table 22). Winter sports facilities account for a majority of the listings--61 percent. Ninety-three percent of these 141 operators plan such facilities. Other important additions are to be for camping (planned by 14 percent of these operators) and for picnicking, swimming, and fishing (planned by 11, 10, and 7 percent, respectively). Also planned are facilities for boating, hunting, "summer recreation," and lodging.

Table 22. -- Ski areas: Additional recreation facilities planned for 1961-66, by region

Type of facility	North-east	North Central	West	All
	Number	Number	Number	Number
Winter sports-----	43	46	44	133
Camping-----	6	7	7	20
Picnicking-----	8	4	4	16
Swimming-----	5	5	4	14
Fishing-----	4	5	1	10
Miscellaneous-----	6	15	5	26
Total-----	72	82	65	219

RECREATION FACILITIES AND POPULARITY OF ACTIVITIES

Because virtually all of the recreation facilities mentioned by respondents were included in the three most popular activities at each ski area, answers to the question concerning facilities available were not analyzed.

Winter sports, of course, are the most popular recreation activities at these ski areas. They account for 63 percent of the 326 listings for the three most popular activities (table 20). Skiing alone accounts for 53 percent of the total. Quite naturally, skiing is the first choice in popularity of 173 of the 178 respondents. The remaining five listed the more general "miscellaneous winter sports" as first in popularity. At 93 ski areas, skiing is apparently the only activity, for no second or third choice was listed, and a number of correspondents wrote "skiing" for second and third as well as for first choice.

Hunting is the second most popular activity, with 8 percent of the total listings. No one activity stands out as third. Other popular activities, primarily summertime ones, are hiking, fishing, sightseeing, swimming, and picnicking; together, these activities account for 20 percent of the total. The remaining 9 percent includes 15 types of activities of a wide variety, such as camping, mountain climbing, sport car racing and karting, various water sports, scenic photography, and even skiing on straw!

OTHER RECREATION RESOURCES

Eighty-nine of the 178 ski area operators (50 percent) permit hunting on their property. At 17 of these areas, with all land privately owned (whether by the operator or lessor), hunting is permitted on a total of 40,947 acres. All except 6 percent of this land is in the Northeast or the North Central States. Twenty-five respondents, all except 6 of whom are in the West, indicated that hunting is available on their property--but more than 86 percent of these 12,748 acres is publicly owned (most of it is in national forests).

Twenty-five respondents indicated that a pond, lake, stream, river, or other body of water suitable for fishing or water sports is on or near their property.

Sixty-seven percent of the 145 responding to the question checked that public lands or waters used for recreation purposes are nearby. Of the 103 answering, 63 percent checked that other privately owned recreation facilities are nearby.

NUMBER OF VISITOR DAYS

During the 1960-61 season, 3,966,136 visitor days were recorded by 109 ski areas. The number of visitor days ranged from 500 at an area in the Northeast to one million at a western ski area. Nearly half of the ski areas reporting had between 1,000 and 9,999 visitor days.

Table 20. -- Ski areas: Popularity distribution of specified recreation activities

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Skiing -----	97	-	-	53
Other-----	3	22	14	10
Winter sports----	100	22	14	63
Hunting -----	-	20	14	8
Hiking -----	-	11	11	5
Fishing -----	-	7	13	5
Sightseeing-----	-	8	8	4
Swimming-----	-	7	8	3
Picnicking -----	-	6	10	3
Miscellaneous ----	-	19	22	9
Other-----	-	78	86	37
Total-----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	178	85	63	326

OVERNIGHT ACCOMMODATIONS AND MEALS

Overnight accommodations are available at 34 (19 percent) of the 178 ski areas. Twenty operators provide hotels or lodges, 4 have motel units, 2 have dormitories, 1 has a guest house, 1 provides both hotel rooms and improved campsites, 1 provides motel rooms and trailer sites, and 4 others provide improved campsites. Unfortunately, no indication was made as to which of these facilities are used year around. Thirty-one operators indicated the capacity of their accommodations as a total of 3,115 persons per night.

Skiers use so much energy so quickly that the availability of food on the premises of a ski area is important. All except 9 of the 168 operators answering this question indicated that food is available at their ski areas.

FEES CHARGED

All except 2 of the 178 respondents indicated that fees are charged, and it is assumed that a charge of some kind is made for the use of the other two. The lowest ski lift and ski tow fees are charged members by the clubs. In this sample, these fees range from \$0.50 to \$1 per day. At one club-owned facility, the rope tow is \$0.50 a day and use of the lift (type unspecified) is \$0.75 a day.

At all other ski areas whose operators reported charges for use of lifts and/or tows, the lowest

charge for adults during the 1960-61 season was \$1 and the highest was \$6. The most frequently mentioned charge in the Northeast is \$4; in the North Central States, \$2.50, with \$3 a close second; and in the West, \$3 and \$4 were most often mentioned. Charges for children range from \$0.50 to \$2.75 a day.

Although no operators indicated charges based solely on a single-ride basis, several indicated that they offer day, half-day, or single-ride rates. Several indicated that fees charged during the week are \$0.50 to \$1.50 lower than those for Saturdays, Sundays, and holidays. At several ski areas, chairlifts are run for tourists during the nonskiing season. Charges for these trips are per ride; some operators charge a flat rate of \$0.50 per adult and \$0.25 per child to ride up and the same to ride down; another charges only for the round trip—\$1.50.

Other charges indicated are for ski school lessons, for ski equipment rental, and for out-of-season uses. One operator mentioned that group picnicking is permitted, and the charge for this is \$15 per day for the group. Another permits picnicking, at \$0.25 a day per adult. One charges \$10 a day for fishing. Still another offers golf, at \$3 a day per person.

PROBLEMS REPORTED

Forty-seven percent of the 167 operators answering the question reported no problems concerning their ski facilities. Eighty-nine operators checked or noted a total of 135 problems. Vandalism was cited most often; it accounts for 26 percent of all problems listed (table 21). Crowded conditions (24 percent) and trash disposal (23 percent) are mentioned next most frequently. Fire (11 percent) is the fourth greatest problem at ski areas. Dominant among the remaining 16 percent of the problems are lack of snow, condition of roads, and finances.

PROPERTY VALUES AND INCOME

The total value of 157 ski areas and facilities is an estimated \$38,980,367. Receipts for 1960-61 at 146 ski areas were estimated at slightly more than \$8 million. Unfortunately, there is no way of knowing what is included in these estimates of value. However 70 percent of 165 operators noted that last year's receipts met cash operating expenses.

Table 21. -- Ski areas: Distribution of problems mentioned by 90 operators, by region

Type of problem	North-east	North Central	West	All
	Percent	Percent	Percent	Percent
Vandalism -----	19	46	19	26
Crowded-----	30	20	25	24
Trash -----	22	11	29	23
Fire -----	7	11	12	11
Miscellaneous-----	22	12	15	16
Total-----	100	100	100	100
	Number	Number	Number	Number
Problem listings --	27	35	73	135

PLANNED EXPANSION

One hundred twenty-five operators wrote that they plan to expand recreation use on a total of 2,756 acres they presently own or lease. Sixty-four plan to acquire 7,818 acres for recreation use. The plans of 141 operators indicate that a total of 219 recreation facilities of 16 different types are planned (table 22). Winter sports facilities account for a majority of the listings--61 percent. Ninety-three percent of these 141 operators plan such facilities. Other important additions are to be for camping (planned by 14 percent of these operators) and for picnicking, swimming, and fishing (planned by 11, 10, and 7 percent, respectively). Also planned are facilities for boating, hunting, "summer recreation," and lodging.

Table 22. -- Ski areas: Additional recreation facilities planned for 1961-66, by region

Type of facility	North-east	North Central	West	All
	Number	Number	Number	Number
Winter sports-----	43	46	44	133
Camping-----	6	7	7	20
Picnicking-----	8	4	4	16
Swimming-----	5	5	4	14
Fishing-----	4	5	1	10
Miscellaneous-----	6	15	5	26
Total-----	72	82	65	219

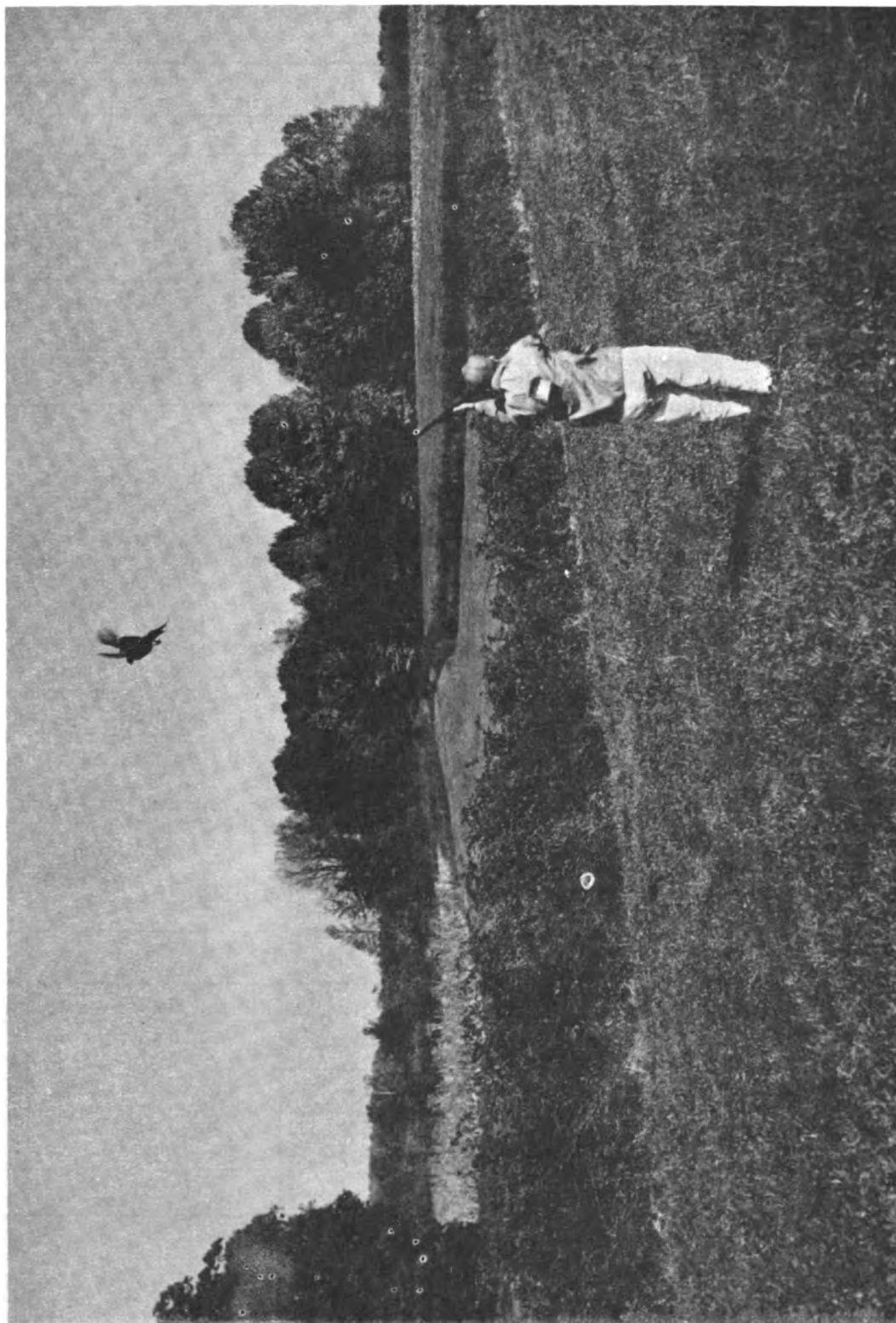


Figure 6.--Hunting is tied for boating as third most popular activity at the 1,326 privately operated recreation facilities inventoried. (U.S. Forest Service photograph.)

This chapter is longer, contains more detail, and its format differs considerably from those of chapters 4 through 10. Shooting preserves were the first of the major types of recreation enterprises analyzed. The procedures followed were found to be too time-consuming; they would have resulted in a report too bulky for current needs. Since most of the detail is relevant to a better understanding of the shooting preserve enterprise, it is included here, even though this inclusion causes an imbalance among the several chapters.

The mailing list used was the National Directory of Shooting Preserves, Season 1960-1961, provided by the Sportsmen's Service Bureau of New York City.

Of this directory, an officer of the Bureau wrote the following explanation in personal correspondence:

The Shooting Preserve Directory which we issue annually is based upon questionnaire returns that we receive following a mailing made each summer to nearly 1,500 shooting preserve operators. We have names and addresses supplied us by game commissions for approximately this number. When we started our directory operations some years back there were only 1,100 to 1,200 listed shooting preserves throughout the United States. We have an actual record of names at the present time totaling nearly 1,500.

Not all shooting preserves operate on a commercial public basis. Many of them are private club operations. Others function solely for the personal pleasure of a single landowner and his invited guests. The shooting preserves listed in our directory are those which seek additional business.

The Directory states that it "does not include listings for every state in which shooting preserves may function, nor does it list all existing shooting preserves. . . ." As of 1960, shooting preserves were permitted in 40 States. The directory includes nearly 350 preserves located in 36 States and Ontario, Canada.

The preserves, their facilities, and their fees are described as follows:

A shooting preserve is privately owned or leased acreage on which artificially propagated game is released for the purpose of hunting, usually for a fee, over an extended season. Good game cover is specially planned and cultivated; game birds are carefully bred, reared, and conditioned. At

maturity the pheasants, quail, chukars, or mallards are released in accordance with state and federal regulations, to provide hunting under natural conditions. A shooting preserve is a place of convenience for sportsmen unable or unwilling to spend long and perhaps fruitless hours searching for unposted coverts in which legal game may—or, just as often, may not—be flushed.

No two shooting preserves are alike. This variety works to the hunter's advantage. Some preserves operate as full-fledged resorts with many attractive features and comforts for all members of a sportsman's family. Other shooting preserves simply provide daily-fee hunting with no frills. The advertising literature of each preserve will describe its facilities and services. . .

Charges vary depending upon services and facilities offered. Some preserves charge by the number of birds bagged, others by the number released. Some preserves offer attractive membership rates. In all instances, the sportsman and shooting preserve operator agree on cost before entering the hunting fields. There are shooting preserves to fit every purse and taste; many cater to hourly wage earners and sportsmen of average income. The advertising literature of most shooting preserves will specify costs...

SAMPLING DISTRIBUTION

Questionnaires were mailed to 346 shooting preserves and replies were received from 254 or 73 percent, of them. After the unusable forms were removed, 232 questionnaires remained for analysis. Of these, 66 percent are in the North, 25 percent in the South, and 9 percent in the West.

Within regions, the questionnaires were subsorted by the number and kinds of "recreation activities which are available on this recreation area." Thus, the "A" group are those whose operators checked only hunting in response to this question. The "B" group checked hunting and one or more other land-related recreation activities. The "C" group checked hunting, other land-based and water-based recreation (usually a wide selection and an active, family-type program). The "D" group checked hunting and fishing only. The "E" group checked hunting, fishing and other water-related activities.

MANAGEMENT CONTROL CHARACTERISTICS

Fifty-eight percent of the shooting preserves were owned by individuals or families, 19 percent were private clubs, 18 percent were owned by companies or corporations, 4 percent were partnerships, and the remaining 1 percent were not classified.

More than half of the preserves were used solely for hunting (52 percent of 232). Next most numerous (24 percent) were the operations offering a wide variety of both land-and water-based recreation activities. Hunting and fishing combinations were third most popular (15 percent), followed by places (6 percent) where, in addition to hunting, other land-related activities, such as picnicking, hiking, riding, camping, and so on, were offered. Places offering only one of the land-based recreation activities, hunting, combined with fishing and other water-based activities, were relatively scarce, as might be expected. They account for the remaining 3 percent.

Preserves open to the public predominated in a ratio of 3 to 1 among the reporting operators. Western preserves reporting differ from the overall national picture; they reported a greater concentration in private clubs with services limited to members and their guests. The same general pattern occurs in the National Directory. This situation exists because of the relatively large number of private clubs in California, nearly all of which limit shooting privileges to members and their guests.

The literature about one facility included the following truism that helps to explain some of the drive for good shooting facilities:

Sportsmen of all degrees of earnestness...from the casual to the fanatic...are realizing that so-called 'free' hunting, fishing, swimming, and so forth are rapidly becoming too expensive in hours. Very few can afford the time and the chance of drawing a complete blank because of weather or lack of game or new 'No Trespassing' signs.

In general, the membership preserves open to the public have member pleasure as their first objective, and one practical way to reduce costs per member is to operate the facilities commercially. Some private clubs allegedly open to the public have rules or practices that select desired types of hunters.

A New York State operator attached an explanatory note, as follows:

We intended to make a shooting preserve for the public. But it does not pay. They do not respect owner's wishes. So now we have it only for friends and businessmen, that we do business with.

Others carefully indicate "open to selected public."

Numerous shooting preserves have membership arrangements whereby a person makes an annual lump-sum arrangement for a basic number of birds.

Other club privileges may or may not be included. For example, a \$100 annual membership may assure the member that 25 quail, 20 pheasants or chukar, or some combination of species will be available for his shooting pleasure during the year. In this way, the operator has a solid backlog of prepaid orders for planning purposes. If he raises shooting stock, he sets eggs accordingly. If he buys from a wholesale producer, he can place his order early and assure his supply in this way.

Seventy percent of the 178 preserves open to the public were owned by individuals or families, 18 percent were company or corporation owned, 6 percent were private clubs, 4 percent were partnerships, and 2 percent failed to report the type of ownership organization.

Of the remaining 54 preserves with facilities reported as limited to members, employees, or guests, 3 in 5 are private clubs. This is almost equally true of preserves in individual or family ownership and those owned by companies or corporations.

AREA CONTROLLED AND AREA USED FOR RECREATION

There is no direct correlation between acreage controlled and recreation use intensity. The degree of control for hunting and other purposes is a factor, as are the regional location and the kinds of activities provided. Most of the single-purpose shooting preserves (78 of 122) are in the North (table 23). They range in size from a 60-acre holding used only for public bird shooting, at about \$5 per bird, to one of more than 1,200 acres used for farming, forestry, and bird and deer hunting. Obviously, in the last instance, hunting is a supplementary enterprise.

The hunting only category (A) tends toward larger areas controlled in the South and West than are customary in the North. This is partly because the ownership units are larger in these regions and also because the relatively few preserves tend toward club or corporate management.

Those preserves offering a variety of land and water-related recreation activities in addition to hunting (category C), tended to control larger areas in the North than did the other groups and paralleled the pattern for the other groups in the South and West.

Much of the water-related recreation on these preserves relates to fishing opportunities (category D) in addition to hunting. Small lakes, small ponds, and streams predominate. Boating and swimming (category E) are less likely to occur with hunting and fishing unless other land-related recreation also is present. Land-related recreation (category B), largely picnicking, is somewhat more likely to be provided around the headquarters areas of shooting preserves.

Whereas 52 percent of the preserve operators controlled the land use on 500 acres or more (table 23), only 21 percent of the recreation activities were on

Table 23. -- Shooting preserves: Distribution of acreage, by recreational activity and region

NORTHERN						
Size of tract controlled (acres)	Recreational activity group ¹					All
	A	B	C	D	E	
	Number	Number	Number	Number	Number	Number
60 to 249 -----	24	1	7	5	1	38
250 to 499 -----	29	7	10	7	1	54
500 to 999 -----	19	2	10	3	1	35
1,000 or more -----	6	2	13	4	2	27
Total reporting -----	78	12	40	19	5	154
SOUTHERN						
60 to 249 -----	2	-	-	1	-	3
250 to 499 -----	6	-	4	2	-	12
500 to 999 -----	9	-	3	4	-	16
1,000 or more -----	16	1	7	3	-	27
Total reporting -----	33	1	14	10	-	58
WESTERN						
60 to 249 -----	-	-	-	-	-	-
250 to 499 -----	4	-	-	1	-	5
500 to 999 -----	3	-	1	-	-	4
1,000 or more -----	4	1	1	4	1	11
Total reporting -----	11	1	2	5	1	20
ALL REGIONS						
60 to 249 -----	26	1	7	6	1	41
250 to 499 -----	39	7	14	10	1	71
500 to 999 -----	31	2	14	7	1	55
1,000 or more -----	26	4	21	11	3	65
Total reporting -----	122	14	56	34	6	232

¹Category A preserves offer only hunting; Category B preserves offer hunting and one or more other land-related recreational activities (such as picnicking, hiking, riding, and so on); Category C preserves offer hunting and other land-related and water-related recreation; Category D preserves offer only hunting and fishing; and Category E preserves offer hunting, fishing, and other water-related activities.

owner-operated tracts containing 500 acres or more. The concentration in smaller tracts is particularly true for the northern and western regions and somewhat less evident in the South. Operators who offer a wide variety of recreational facilities tend to control relatively large holdings. Operations in the South and West tend to be larger than the general run of shooting preserves in the North, and the water-related secondary recreation opportunities are likely to be specialized operations scattered throughout the country where unique conditions occur.

The acreage actually used for hunting tends to be smaller than the acreage used for recreation. Most private owners and others with occupied buildings on the premises prohibit gunning on areas nearby. In a few instances, the owned tract is small and all hunting is conducted on leased lands. The proportions of areas controlled that are actually used for hunting appear to be somewhat smaller in the North, larger in the South, and largest in the West. No doubt this is because the demand for lands in communities where these shooting preserves are located is greatest east

of the Mississippi River and North of the Ohio River

Two-thirds of the shooting preserves depend on leased land to some extent. These proportions apply regardless of the recreation categories. About two-thirds of the preserves in the North and South also depend on leases. About 80 percent of the larger and more intensive western operations are based partly on leased land.

Most of the leased lands in the North and South are owned by individuals or families. Leased land in the West is almost evenly divided between individual and corporate lessors.

Of the 79 fully owner-operated shooting preserves reported, 40 percent were of less than 250 acres, 32 percent were of 250 to 499 acres, and the remaining 28 percent were of 500 acres or more. The smaller holdings are concentrated in the North. The South apparently tends toward concentrations of less than 500 or more than 1,000 acres. The few examples in the West are equally divided among the four acreage classes.

PRIMARY USE OF LAND

The point has been made repeatedly in land use planning and recreation literature that many kinds of outdoor recreation are complementary or supplementary uses of land. Recreation and nonrecreation, or several recreation enterprises, can abide agreeably side-by-side or overlap in use of land area. Thus, although 117 of 252 answers (46 percent) related to use of the land were for tracts with recreation as the primary enterprise, hunting alone accounted for only half of them (22 percent of all tracts). Category C, with the greatest variety of recreation enterprises, accounted for 28 percent of the tracts used only for recreation and the remaining 26 percent were scattered among the other three categories.

After recreation, farming was easily the second most frequent primary use of land in all five categories and in the North. Forestry was more common in the South, and ranching was more common in the West.

TERRAIN AND COVER

Since hunting can be conducted almost anywhere that game can find adequate food and protection, the answers we received relative to terrain characteristics included all variations from flat through rolling and hilly to mountainous. The cover also varied from broomsedge or weeds, marsh, brush, and other waste types through grass and crops to forest.

Cover crops for improved habitat conditions were mentioned several times. The specific crops grown, of course, vary by regions and by the species of birds propagated. Corn, wheat, buckwheat, soybeans, chickpeas, millet, sorghum, rape, and other grains are examples of feed crops planted. Several of these are dual-purpose crops; they provide feed and remain standing to provide shelter.

VARIETY OF RECREATION INTERESTS ON SHOOTING PRESERVES

Strangely, shooting was not always reported as the most popular recreation interest on all shooting preserves (table 24). Even though 90 percent of the operators answering this question listed hunting as most popular, the other 10 percent listed fishing, dog training, or target, skeet, or trapshooting in first place.

Fishing ranked particularly high (48 percent) as second choice among the operators offering the greatest variety of recreation activities (category C). Types of hunting other than birds also ranked quite high in this group, as well as in category B, the preserves with other land-related recreation.

Target shooting is mentioned frequently as a supplemental activity. Some clubs and preserves have facilities available for out-of-practice hunters to warm up on before entering the field. Others have a continuing program of trap, skeet, or target practice throughout the year.

Miscellaneous other recreational activities reported include picnicking, swimming, horseback riding (and horse shows), camping, winter sports--and "bragging."

Table 24. -- Shooting preserves: Popularity distribution of specified recreation activities

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Hunting -----	90	21	2	60
Fishing -----	7	48	21	20
Target, skeet, trap shooting-----	1	12	13	5
Dog training ----	2	10	13	5
Miscellaneous ----	-	9	51	10
Total-----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	218	102	47	367

WATER-RELATED RECREATION ON SHOOTING PRESERVES

By definition, the 122 reports included under category A (hunting only) would not be expected to have available ponds, lakes, or streams for fishing, swimming, or boating. None reported water sports as available. However, 10 operators listed ponds of from 1 1/2 to 10 acres in extent on lands they controlled. Four of them mentioned that fishing was permitted, that it was only for friends, or in other terms indicated that the water resource was considered to be of small value. Six operators also

reported rivers or streams on or bordering their holdings. Only one reported "limited" amounts of fishing.

Category C (56 reports), on the other hand, reported 163 lakes or ponds with a total of 1,276 acres and 33 rivers with 52 1/2 miles available for water sports. Similarly, category E reported eight ponds or lakes totaling 427 acres and seven rivers with a total of 2 1/2 miles of length available for water sports.

In category D (34 reports), in which hunting and fishing were the recreation activities reported as available on the holdings, 150 acres of lakes and 35 miles of river were listed. Group B, with only land-related recreation, fared least well. Only one 1-acre pond and 1 1/2 miles of river were reported, and only the pond provided fishing.

NUMBER OF RECREATION VISITS

The North and the South contain concentrations of poorly patronized shooting preserves. Many of these are private operations with little effort or expense put forth to attract hunters or other visitors. The western preserves, which are larger and more frequently are membership clubs or corporations, tend to attract greater numbers of visitors. These situations are reflected in the reports of visitor days.

Seventeen percent of the 173 operators answering reported 100 or fewer visitor days during the year. These were predominantly in the A category and apparently are small, relatively unstocked, shooting preserves. Thirty-four percent reported from 100 to 249 visitor days, another 17 percent reported 250 to 499 visitor days, 21 percent reported 500 to 999 visitor days, and the remaining 11 percent had 1,000 or more visitor days of recreation use during the year.

FEES CHARGED

Nine of the 232 operators reported definitely that no fees were charged for any services. Several of these were private clubs charging an annual membership rate which apparently included costs for the services provided. Sixteen other operators failed to report whether or not any charges were made. The remaining 207 respondents provided answers subject to a variety of interpretations.

In many instances, the only fees shown were for hunting. Some operators charged for use of certain other recreation facilities as well as for hunting, but allowed picnicking or other land uses free of charge.

Some clubs develop financial arrangements that fit their own special needs and capabilities. One "company or corporation" attached an explanatory note about its operations, as follows:

We have a closed membership of (about 200) members who pay \$10 per year dues and each

member puts in 10 hours per year work detail to post signs, paint and repair club house and grounds. We are a non-profit corporation. Members are also allowed to bring in their wives, family, and guests.

For winter hunting we lease about thirty farms with approximately eighty acres each.

We also have a controlled shooting area of approximately 600 acres. For this we raise our own pheasants, about 1,200 per year, which is paid for by the membership.

Shooting privileges were reported in many ways. Apparently, most shooting preserves open to the public charge a flat fee for a day or a half day of shooting and provide a guaranteed minimum of birds. Daily rates ranged from two reports of \$3 per day with no birds released to \$60 per day for a party of not more than four hunters. Modal groupings of answers occurred at \$10, \$20, and \$25 per hunter per day. Fifteen operators reported their rates as for "4 hours" or "half a day."

Both methods of assessing daily fees frequently involved a mixture of hunting based on rates charged for each kind of game. These rates usually averaged slightly higher per bird than the charges made for shooting beyond the guaranteed or base number of birds. Fees for birds shot in excess of the base number varied by species on most preserves.

Rates for quail ranged from \$1.50 to \$3 per bird shot with the modal charge \$2 or \$2.50. On pheasant, the range was from \$3 to \$9 per bird. The most frequent charge was \$5, followed closely by \$4 and \$6 per bird shot. Mallard duck rates ran from \$2.50 to \$8 apiece, with \$5 being the most frequent charge. One operator rented blinds at \$250 per year. Another charged deer hunters by the "stand" per day.

Chukar rates reported separately were \$3, \$4, and \$5 apiece. Frequently, the rates listed pheasant and chukar at the same price.

A partial measure of the variety of prices and an indication of the difficulties involved in trying to formulate averages is illustrated by the conditions of one preserve operator who attached printed literature to the questionnaire. (These rates are less involved than some, and more detailed than others.)

Charges are as follows: Quail - \$20.00 per day--limit 8, plus \$2.00 per quail shot over the 8 limit. Pheasant and Chukar--\$3.50 each. Boys shooting with fathers are charged a \$5.00 shooting fee and birds killed are charged for at the above rate . . . Trap available to sharpen up your eye or try that new gun. Targets 5¢ each.

Hunters Package Plan or Company Shooting Plan of \$100 down entitles hunter to \$1.00 credit per bird shot on 110 birds at the rate of \$2.00 each for quail, \$3.50 each for chukar or pheasant until hunter or company has used up annual fee

and \$5.00 shooting fee per guest. Then birds are charged for as follows: quail \$2.00 each, chukar \$3.50 each, pheasant \$3.50 each. Company may telephone Shooting Preserve for a reservation and send customer down for an afternoon's shoot. Company pays a \$5.00 guest fee for each guest, plus birds killed on Preserve by said guest. Shooting preserve will furnish guide and dog at no extra charge and will bill company for guest and birds killed. (Under-scoring added by authors.)

Guides and dogs usually are included in the rates charged. However, a few places charge extra for their use. These rates were shown as \$5 per guide per hunt and \$2.50 per dog per hunt. The number of these reports was too small to warrant conclusions about the frequency with which these charges were made.

Trap shooting was usually listed at 5 or 6 cents per target, although one rate reported was \$3.50 for 25 targets.

Fishing was the second most popular sport reported by shooting preserve operators. Twenty-one provided rates ranging from \$0.50 to \$25 per day. More than half charged \$1 per person per day. One charged \$5 per week, one \$29 per year, and several charged by pounds of fish caught.

Horseback riding rates were third in frequency of reporting. These ranged from \$1 to \$3 per hour, \$5 per half day, and \$8 per day per person.

Boat rental rates reported by seven operators ranged from \$0.50 to \$2 per day per boat with one exception, who reported charges of \$2.50 per hour.

Two operators charged for picnics. One catered to organized groups, for which he charged \$75 per day. The other charged a flat \$1 per person. One other operator charged a \$1 per person entrance fee.

One large shooting preserve with a variety of enterprises charged \$2 per person per day for the use of its ski lift.

FACILITIES PROVIDED OR NEARBY

Twenty-five percent of the 232 shooting-preserve operators reported that overnight facilities are available. These ranged from a campsite through rooms in the owner's home, cabins, cottages, motels, hotels, lodges, and clubhouses. No particular pattern was evident from the information available. Neither was a pattern discernible in the overnight housing capacity reported. Most of them were prepared to accommodate only an infrequent overnight guest.

Thirty-five percent of the operators reported that they either provide meals or that meals are available on the operating unit. Forty-four percent said that meals are not available on the property but are available nearby. A few said that they provide meals and also that other facilities are nearby. Fifteen percent reported that no food facilities are nearby. The rest failed to answer this question.

Another measure of the possible services available, or perhaps one reason for providing room and board, is whether the shooting preserve is near other lands used for recreation. Nearly half (45 percent) of the operators who replied said their shooting preserves were near public recreation lands and waters. Privately owned recreation lands and waters are near 35 percent of the preserves whose operators replied to this question.

PROBLEMS REPORTED

More than half of the shooting preserve operators checked that they had no problems related to use of their recreation facilities. Assuming that no answer meant no problems of consequence, 2 in 3 operators were satisfied.¹ Problems of the remaining third varied widely. Operators frequently reported several problems.

Vandalism accounted for 37 percent of the total of 109 problems listed. Fire was the next greatest problem (24 percent of the listings). Trash disposal, poachers, and predators were 14, 9, and 6 percent, respectively, of the problems reported. The remaining 10 percent included 6 types of problems.

Preserves operating on small acreages, especially with pen-reared birds but also when feed and cover conditions are improved for wild game, are frequently victimized by hunters who haunt the boundary lines to harvest wandering game. Less scrupulous gunmen actually trespass on the preserves and shoot the game they find. Even though State laws provide for liberal posted land signs and penalize convicted offending hunters, the legal machinery for apprehension and trial is often slow, unwieldy, and hard to enforce.

Predators are a serious problem to the preserve using pen-raised birds. Several operators mentioned that predator control was a continuous chore and that the odds were very strong that no pen-raised bird would live long enough to starve before a predator caught it. This is one of the strong arguments set forth for extending or shifting the season for stocked shooting preserves.

PLANS FOR EXPANSION

Plans to increase their recreation acreage by expanded operations on land now owned or leased were reported by 36 percent (83) of the operators. An average would be distorted by a few individuals whose estimates involved more than 1,000 acres each. The 20 operators who listed acreage estimated that 9,525 acres already controlled would receive expanded operations.

Almost the same number (65) of operators plans to purchase or lease additional land during the next 5

¹It is recognized that the sample could include neither enterprises that had failed because of problems nor those potential shooting preserves that did not begin operations because of insurmountable problems.

years. Two operators in the southern region reported plans involving acquisition of more than 15,000 acres between them. The rest ranged from about 50 to 600 acres with an average of 190 acres apiece.

Three in five operators (64 percent) either planned no changes or failed to list the facilities they would add during the next 5 years. Although the greatest number of expansions are planned to improve hunting conditions, almost as many are planned to improve water-related recreation. The 214 total facilities planned are as follows: hunting (39 percent), fishing (21 percent), picnicking (10 percent), camping (9 percent), swimming (8 percent), and boating (5 percent). Winter sports and trap shooting head the list of 7 miscellaneous facilities, which comprise the remaining 8 percent of the planned facilities.

Category C preserves led the list with the largest total of facilities to be initiated or expanded. Apparently, these operators are in position to feel the growing demand for facilities and are expanding the services offered to meet it.

Category A (the straight shooting preserves), however, showed an active interest in fishing, camping, and picnic activities. Apparently, several of them also think that the demand for these types of services warrants a broadening of their enterprise base. In addition to this popular list, several trapshooting facilities, boating and swimming, and dog training are to be expanded on northern shooting preserves.

COSTS AND RETURNS

The last question on the form asked: "Did the receipts cover the cash operating expenses of this recreation unit last year?" We have no way to gauge the accuracy of the answer except by assumption. We know that many people hesitate to provide accurate income and expense statistics and others prefer that competitors be misled, if possible, about their business methods. Consequently, the 54 percent of the 232 operators reporting losses on their shooting preserve operations seems a bit high. However, from the case studies reported later in this volume, we know that the economic recession, unemployment, uncertainty about future business, and the Internal Revenue Service's rulings relative to deductible business entertainment expenses hit some shooting preserves hard. Disease in the birds, vandalism, labor problems, family illness, poor management, and many other problems may have taken their toll. Several operators had added notes that "this is our first year" or "we are just getting started" to explain their poor returns.

On the brighter side of the report, at least 36 percent of the operators reported that returns were satisfactory, and it is to be hoped that the remaining 10 percent who ignored this question had profitable operations also.

and \$5.00 shooting fee per guest. Then birds are charged for as follows: quail \$2.00 each, chukar \$3.50 each, pheasant \$3.50 each. Company may telephone Shooting Preserve for a reservation and send customer down for an afternoon's shoot. Company pays a \$5.00 guest fee for each guest, plus birds killed on Preserve by said guest. Shooting preserve will furnish guide and dog at no extra charge and will bill company for guest and birds killed. (Under-scoring added by authors.)

Guides and dogs usually are included in the rates charged. However, a few places charge extra for their use. These rates were shown as \$5 per guide per hunt and \$2.50 per dog per hunt. The number of these reports was too small to warrant conclusions about the frequency with which these charges were made.

Trap shooting was usually listed at 5 or 6 cents per target, although one rate reported was \$3.50 for 25 targets.

Fishing was the second most popular sport reported by shooting preserve operators. Twenty-one provided rates ranging from \$0.50 to \$25 per day. More than half charged \$1 per person per day. One charged \$5 per week, one \$29 per year, and several charged by pounds of fish caught.

Horseback riding rates were third in frequency of reporting. These ranged from \$1 to \$3 per hour, \$5 per half day, and \$8 per day per person.

Boat rental rates reported by seven operators ranged from \$0.50 to \$2 per day per boat with one exception, who reported charges of \$2.50 per hour.

Two operators charged for picnics. One catered to organized groups, for which he charged \$75 per day. The other charged a flat \$1 per person. One other operator charged a \$1 per person entrance fee.

One large shooting preserve with a variety of enterprises charged \$2 per person per day for the use of its ski lift.

FACILITIES PROVIDED OR NEARBY

Twenty-five percent of the 232 shooting-preserve operators reported that overnight facilities are available. These ranged from a campsite through rooms in the owner's home, cabins, cottages, motels, hotels, lodges, and clubhouses. No particular pattern was evident from the information available. Neither was a pattern discernible in the overnight housing capacity reported. Most of them were prepared to accommodate only an infrequent overnight guest.

Thirty-five percent of the operators reported that they either provide meals or that meals are available on the operating unit. Forty-four percent said that meals are not available on the property but are available nearby. A few said that they provide meals and also that other facilities are nearby. Fifteen percent reported that no food facilities are nearby. The rest failed to answer this question.

Another measure of the possible services available, or perhaps one reason for providing room and board, is whether the shooting preserve is near other lands used for recreation. Nearly half (45 percent) of the operators who replied said their shooting preserves were near public recreation lands and waters. Privately owned recreation lands and waters are near 35 percent of the preserves whose operators replied to this question.

PROBLEMS REPORTED

More than half of the shooting preserve operators checked that they had no problems related to use of their recreation facilities. Assuming that no answer meant no problems of consequence, 2 in 3 operators were satisfied.¹ Problems of the remaining third varied widely. Operators frequently reported several problems.

Vandalism accounted for 37 percent of the total of 109 problems listed. Fire was the next greatest problem (24 percent of the listings). Trash disposal, poachers, and predators were 14, 9, and 6 percent, respectively, of the problems reported. The remaining 10 percent included 6 types of problems.

Preserves operating on small acreages, especially with pen-reared birds but also when feed and cover conditions are improved for wild game, are frequently victimized by hunters who haunt the boundary lines to harvest wandering game. Less scrupulous gunmen actually trespass on the preserves and shoot the game they find. Even though State laws provide for liberal posted land signs and penalize convicted offending hunters, the legal machinery for apprehension and trial is often slow, unwieldy, and hard to enforce.

Predators are a serious problem to the preserve using pen-raised birds. Several operators mentioned that predator control was a continuous chore and that the odds were very strong that no pen-raised bird would live long enough to starve before a predator caught it. This is one of the strong arguments set forth for extending or shifting the season for stocked shooting preserves.

PLANS FOR EXPANSION

Plans to increase their recreation acreage by expanded operations on land now owned or leased were reported by 36 percent (83) of the operators. An average would be distorted by a few individuals whose estimates involved more than 1,000 acres each. The 20 operators who listed acreage estimated that 9,525 acres already controlled would receive expanded operations.

Almost the same number (65) of operators plans to purchase or lease additional land during the next 5

¹It is recognized that the sample could include neither enterprises that had failed because of problems nor those potential shooting preserves that did not begin operations because of insurmountable problems.

years. Two operators in the southern region reported plans involving acquisition of more than 15,000 acres between them. The rest ranged from about 50 to 600 acres with an average of 190 acres apiece.

Three in five operators (64 percent) either planned no changes or failed to list the facilities they would add during the next 5 years. Although the greatest number of expansions are planned to improve hunting conditions, almost as many are planned to improve water-related recreation. The 214 total facilities planned are as follows: hunting (39 percent), fishing (21 percent), picnicking (10 percent), camping (9 percent), swimming (8 percent), and boating (5 percent). Winter sports and trap shooting head the list of 7 miscellaneous facilities, which comprise the remaining 8 percent of the planned facilities.

Category C preserves led the list with the largest total of facilities to be initiated or expanded. Apparently, these operators are in position to feel the growing demand for facilities and are expanding the services offered to meet it.

Category A (the straight shooting preserves), however, showed an active interest in fishing, camping, and picnic activities. Apparently, several of them also think that the demand for these types of services warrants a broadening of their enterprise base. In addition to this popular list, several trapshooting facilities, boating and swimming, and dog training are to be expanded on northern shooting preserves.

COSTS AND RETURNS

The last question on the form asked: "Did the receipts cover the cash operating expenses of this recreation unit last year?" We have no way to gauge the accuracy of the answer except by assumption. We know that many people hesitate to provide accurate income and expense statistics and others prefer that competitors be misled, if possible, about their business methods. Consequently, the 54 percent of the 232 operators reporting losses on their shooting preserve operations seems a bit high. However, from the case studies reported later in this volume, we know that the economic recession, unemployment, uncertainty about future business, and the Internal Revenue Service's rulings relative to deductible business entertainment expenses hit some shooting preserves hard. Disease in the birds, vandalism, labor problems, family illness, poor management, and many other problems may have taken their toll. Several operators had added notes that "this is our first year" or "we are just getting started" to explain their poor returns.

On the brighter side of the report, at least 36 percent of the operators reported that returns were satisfactory, and it is to be hoped that the remaining 10 percent who ignored this question had profitable operations also.

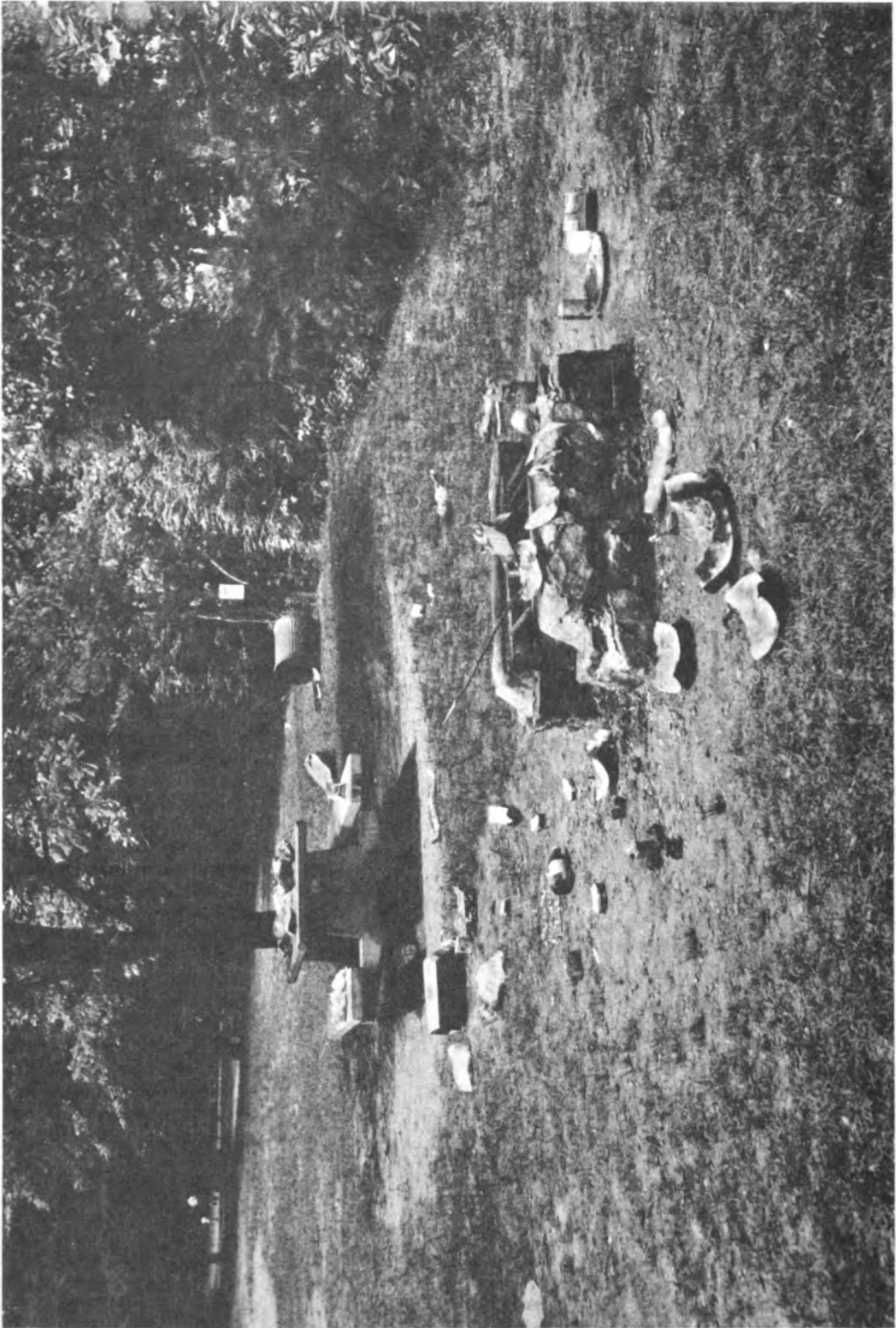


Figure 7.--Disposal of trash left by litterbugs is the second greatest problem facing recreation facility operators. It comprises 25 percent of the problems mentioned. (U.S. Forest Service photograph.)

Many city dwellers are sampling another, very different way of life, through farm vacations. A number of farm families are making their homes and their meadows, woods, streams, and ponds available to paying guests. These guests often bring with them new interests and new ideas welcomed by the farm family. The cash income provided is important, too, but often it is of secondary value to the farm families involved.

Guests gain, too. They benefit from the clean fresh air, from the country scenery, from being free to walk virtually wherever they choose with no admonitory signs to "keep off the grass," from lazing in the sun and shade, or from helping with farm chores. Guests are usually well-fed at these farms. For many of them, their first experience of eating truly fresh vegetables and their first taste of home-baked breads or homemade ice cream coincides with their first farm vacation. Visiting children, however, probably benefit most of all from a farm vacation for, in addition to the above "firsts," they may experience for the first time the opportunity to run over wide lawns and meadows, to climb trees, to see and touch farm animals, to walk in the woods, or to wade in a stream.

Several States provide lists of farms offering vacation opportunities, but the most comprehensive list we found was provided free of charge by Farm Vacation and Holidays, Inc., a subsidiary of William P. Wolfe, Associates, a firm of hotel representatives in New York City. For 12 years, it has published Farm Vacations and Holidays. This illustrated brochure lists and describes farms, ranches, and rural inns in the United States and Canada whose standards meet those set by the firm. Because the descriptions contained much of the information we sought, this information was taken directly from the brochure.

Of the total of 203 listings in the 1960-61 edition, 117 United States working farms were selected for this sample. Nine of these are in the South, and 108 are in the North. Eighty percent of the farms in this sample are in the 100 to 499 acre range. Ten percent have less than 100 acres, and 10 percent have more than 499 acres.

Nearly half (48) of the 100 listing their products are dairy farms. The second largest group is made up of general or diversified farms (30). Farms that grow both livestock and grain (6), farms specializing in livestock (8), and miscellaneous enterprises (8) account for the other 22 farms. The miscellaneous types include orchards, berry farms, game farms, and poultry farms.

Sixty-one of the descriptions included information about terrain. Of these vacation farms, 39 percent are in mountainous areas and 36 percent are in hilly areas. Thirteen percent are on rolling land, and the remaining 12 percent of the farms are on various kinds of terrain.

RECREATION RESOURCES

The 117 sample farms offer a remarkably wide variety of recreation facilities, both on their own lands and nearby. Facilities for a total of 22 types of recreation activities are available on the farm premises. Facilities for water-related activities account for more than a third (35 percent) of the 317 total facilities (table 25).

Fishing facilities are available at 40 percent of these farms, swimming at 29 percent, and boating at 20 percent. One may hunt, hike, or ride on 26 percent of the farms. Lawn games (at 21 percent), picnicking or cookouts (at 22 percent), and hayrides (20 percent) also are offered. Animals for children to ride, facilities for skiing and other winter sports, and badminton lead the list of 11 types of facilities included in the miscellaneous category.

Facilities for a total of 204 recreation activities in 17 different categories are available near these farms (table 26). Golf is near 37 percent of the farms; swimming and fishing are near 33 and 28 percent of them, respectively. Square dancing is available near 20 percent, boating is near 14 percent, and skiing and other winter sports are near 10 percent of these farms. Also nearby are facilities for bowling, riding, hunting, hiking, picnicking, hayrides, tennis, lawn games, amusement park rides, and even mountain climbing.

One hundred and one other nearby attractions were listed. These include summer theaters and music festivals, auctions and fairs, parks and forests, museums, caverns, areas of special scenic interest, and important historic sites.

Eight percent of the sample farms have water resources for recreation, both on their own premises and nearby. Forty-five percent have streams, ponds, and so forth on their own property, and an additional 20 percent have rivers, lakes, or other waters nearby but have none on or adjacent to their own land. Altogether, 72 percent of these 117 farms have water resources used for recreation either on the premises, adjacent, or nearby.

Table 25. -- Vacation farms: Available recreation facilities on farms, by region

Type of facility	Region		All
	North	South	
	Number	Number	Number
Fishing -----	41	6	47
Swimming -----	30	4	34
Boating -----	21	2	23
Miscellaneous -----	6	-	6
Water sports -----	98	12	110
Riding -----	28	2	30
Hunting -----	27	4	31
Hiking -----	27	4	31
Picnicking, barbecues, cookouts -----	23	3	26
Lawn games -----	24	1	25
Hayrides -----	21	2	23
Miscellaneous -----	39	2	41
Other sports -----	189	18	207
Total -----	287	30	317

AVAILABILITY OF OVERNIGHT ACCOMMODATIONS AND MEALS

A total of 801 persons can be housed in single, double, or triple rooms which apparently are in the farmhouses. Also, five farms provide one or more cots, and 6 provide cribs. In addition to these accommodations, two guest houses, five cottages, three cabins, and five apartments are available for guests. Meals are provided at virtually all these vacation farms, and the one or two others are among those offering cottages or other housing accommodations which have equipped kitchens. In several instances where such accommodations are available, the guests renting them may choose between cooking their own meals or eating with the farm family and other guests who stay in the farmhouse.

Table 26. -- Vacation farms: Recreation facilities available near farms, by region

Type of facility	Region		All
	North	South	
	Number	Number	Number
Golf -----	40	3	43
Swimming -----	35	4	39
Fishing -----	31	2	33
Square dancing -----	24	-	24
Boating -----	15	1	16
Skiing and other winter sports -----	12	-	12
Bowling -----	10	-	10
Riding -----	8	1	9
Miscellaneous -----	12	6	18
Total -----	187	17	204

FEES CHARGED

The room and board charges for adults range from \$15 to \$50 per person per week in the North and from \$35 to \$50 in the South. The most frequently mentioned charge in the North was \$40 (charged by 27 operators) and \$35 in the South (the charge at five farms). For children accompanied by adults, the room and board charges varied between \$8 and \$36 in the North and \$20 to \$30 in the South. Forty-six farm families in the North charged \$25 per child per week, and 5 in the South also charged \$25. In a number of instances, the higher charges per child were for children over 10 to 12 years old. The eight farms that accept children without their parents usually add an extra \$5 per week for this service.

As the majority (103, or 88 percent of these 117 farms) listed fees for both adults and children, obviously children are accepted. Three farms accept only adults, and 11 others listed charges only on a "per person" basis and did not indicate fees for children.

Three farm families will take convalescents, and another will accept convalescents if they are not bedridden. From November to May, only guests needing special diets are accepted at one northern farm. Older folks are welcomed at one northern farm, and honeymoon couples are particularly welcomed at one farm in the South.

In our attempts to obtain a reasonably representative list of resorts in the United States, we contacted the American Hotel Association for a list of resort hotels. The Association had no such list, but provided us with the 1960 edition of their Hotel Red Book, which includes thousands of hotels throughout the Nation, and with a copy of a list of the members of their Resort Hotel Committee. Using the latter, questionnaires were mailed to 40 resort hotels believed to be in the countryside or in towns of less than 10,000 population.

Twenty-four questionnaires were returned. Of these, 19 were used in this analysis. The others were excluded because of insufficient data or because they were found to be in towns of 10,000 population or more. The 19 resort hotels are scattered around the United States. Eight are in the Northeast, 2 are in the North Central States, 7 are in the South, and 2 are in the West.

More than half (10 of the 19) of these resort hotels are owned by companies or corporations, 3 are private clubs, 1 is an incorporated private club, 1 is a partnership, and 4 respondents indicated simply that they operate resorts.

Fifteen resorts are open only to guests. Although an additional two respondents indicated that their resorts are open to guests and the public, and two others indicated that the recreation facilities are open to the public, it is probable that only those persons are admitted who stay at the resort hotels or who live nearby and pay for golf or other privileges.

ACREAGE AND OWNERSHIP

The 19 resorts have a total of 38,206 acres. The site size varies greatly--from 2 to 17,000 acres. Ten of the 19 (53 percent) are on sites of 200 or more acres; 4 of the sites (21 percent of the total) are between 200 and 1,000 acres, and 6 (or 32 percent of the total) are on sites of 1,000 or more. Three (16 percent) are on sites of less than 10 acres, 4 (21 percent) are on sites of 10 to 49 acres, and 2 (10 percent) are between 100 and 199 acres.

Altogether, 3,228 acres, or about a tenth of the 38,206 acres in these 19 properties, are not owned by the resort operator. One resort in the South owns 500 acres and uses an additional 1,800 acres, part of which is owned by an individual or family and part by a company or corporation. Only two of the resort hotels are on land owned in entirety by a different firm. Of these, one is a resort of 1,426 acres in the Northeast, the ownership of which is

unknown, and the other is an oceanfront hotel in the West on a 2-acre site owned by an individual or family.

The primary use of land in all 19 resorts is recreation. However, only 18 percent of the 19,740 acres controlled by 16 resorts whose recreation acreage was estimated, is actually used for recreation. In only two instances--a 2-acre and a 5-acre site-- is the entire acreage used for recreation purposes. In the resorts ranging from 7 to 550 acres, no more than two-thirds of the sites are used for recreation. Of the four resorts with 1,000 or more acres, whose recreation acreage was given, the latter was always less than a third of the total acreage.

TERRAIN AND COVER

The general terrain of these 19 resorts ranges from flat to mountainous. Six are on flat land, five are on rolling land, two are hilly, and three are mountainous. One is on terrain both rolling and mountainous, and another on land both hilly and mountainous. One respondent on the west coast merely stated that the site is on the seashore.

Most of the land used by these 19 resort hotels is in grass (6), forest (6), or a combination of the two (5). One Florida respondent indicated that his resort's cover is tropical foliage, and one of the west coast indicated merely "seashore."

VARIETY OF FACILITIES

Three of the 19 respondents indicated that they had only two recreation facilities available. These were not on the three smallest sites: A northeastern resort of more than 1,000 acres provides only for fishing and golf, a southern resort on 28 acres provides for swimming and picnicking, and a western resort of 200 acres provides swimming and golf facilities.

Four resorts provide three types of recreation facilities, and 12 provide for at least four types of recreation.

Fourteen different types of recreation facilities are among those provided by this sample (table 27). The great variety of facilities in the Northeast and in the South is due to the fact that 15 of the 19 resorts in the sample are in these two regions.

Swimming is available at 84 percent of the 19 resorts, fishing at 79 percent, and boating and golf

Table 27. -- Resort hotels: Available recreation facilities, by region

Type of facility	Region				All
	Northeast	North Central	South	West	
	Number	Number	Number	Number	Number
Swimming-----	7	2	7	-	16
Fishing-----	8	2	5	-	15
Boating-----	5	2	4	-	11
Golf-----	3	2	4	2	11
Miscellaneous-----	11	1	11	1	24
Total-----	34	9	31	3	77

at 58 percent each. Swimming, fishing, and boating account for more than half (55 percent) of the 77 recreation facilities listed. Golf is the leading land-related facility, and accounts for 14 percent of all the recreation facilities. Picnicking, tennis, riding, and winter sports are foremost among the 10 types of facilities comprising the remaining 31 percent of the total listing.

Golf is the most popular first-choice activity, accounting for 79 percent of the 19 first choices; swimming was the most frequent second choice (44 percent of second choices); and tennis was the most often mentioned third choice, accounting for 27 percent of third-choice activities (table 28).

Table 28. -- Resort hotels: Percentage distribution of activities by popularity of specified recreation

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Golf-----	79	6	6	32
Swimming-----	21	44	6	24
Tennis-----	-	6	29	11
Fishing-----	-	6	18	7
Miscellaneous-----	-	38	41	26
Total-----	100	100	100	100
	Number	Number	Number	Number
Popularity listings--	19	18	17	54

Of the total of 54 listings of first, second, and third most popular among 14 types of activities, golf was mentioned by 31 percent. Swimming was second in overall popularity (24 percent), and tennis was third (11 percent of the 54).

The majority (14 of the 19) respondents did not indicate whether hunting is permitted. Four stated that none of their acreage is available for hunting. On one northern resort of more than 200 acres, 30 acres can be used for hunting.

Five respondents did not reply to a question concerning the number of lakes and streams or rivers on or adjacent to their property that can be used for water sports. For two--one in the Northeast and one in the other Northern States--both a lake and a river or stream are available. In the South, a bay and two rivers or streams are on or near one resort's premises, and another has several lakes. One resort is adjacent to the Atlantic Ocean and another to the Pacific Ocean. Three resorts are adjacent to lakes, and two have rivers or streams on or adjacent to their land. The other 3 of the 14 respondents indicated that there are no lakes or rivers on or adjacent to their property that are used for water sports, but one of these had 3 miles of river or stream for fishing. Another who had not responded to the water-sports question indicated that a 1 1/2-acre pond is available for fishing. One of the resorts having only a lake for water sports also has "plenty" of miles of rivers or streams available for fishing. The resort with several lakes available for water sports has a river available for fishing.

NEARBY RECREATION LANDS AND WATERS

Public lands or waters for recreation use are near all except three of the resorts; one of these is in the West and two are in the South. Eight of the 10 replying to the question indicated that they are near other privately owned recreation resources.

NUMBER OF VISITORS

Of four replies to the question concerning the number of visitor days at each resort during the previous year (1960), the two usable replies were 1,852 visitor days for a northeastern resort (having 8,079 visitor nights), and 25,000 visitor days for a resort in the North Central States (which had 14,000 visitor nights). Use of its winter sports facilities probably accounts for a large proportion of the latter's visitor days.

Twelve resorts had a total of 722,045 visitor nights during 1960. The smallest number was the 8,079 previously mentioned, and by far the largest

number of visitor nights was the 370,460 at one southern resort.

FEES AND OVERNIGHT FACILITIES

Fees, of course, are charged by all 19 resorts. In addition to the charges for room and meals, a number also indicated charges for recreation facilities.

One resort in the Northeast makes its golf, fishing and bowling facilities available at a seasonal rate per person; otherwise, its charges for golf are \$4 daily per person, fishing \$5 per day per person, and bowling \$1.25 per game per person. Swimming and tennis are available to families at season rates; otherwise, tennis is \$1.25 per hour per person, and swimming is \$1.25 per day per person. In addition, charges for horses are a flat \$2.50 per hour, and use of its ski lift is \$2.50 per day per person.

Two hotels charge \$3 and \$3.50 per person per day for use of their golf courses, one charges \$4 per round during the week and \$5 on weekends and holidays, and one charges \$10 per round. For horses, one charges \$2 per hour and three charge \$3 per hour. One resort charges \$5 per person per day for fishing; another charges \$1 per person per day for swimming. One hotel makes a charge of \$1 per hour for use of a canoe or a rowboat, and another charges \$4 per hour for use of a boat (type unspecified); still another charges only for using its boats, but the fee charged was not shown.

Eighteen of the 19 resorts provide rooms in hotels; the other provides rooms in a lodge and in cottages.

PROBLEMS

More than half (10 of the 19) of the respondents indicated that their resorts have no problems. Ten problems were noted by the other nine respondents. Fire was the problem mentioned by three respondents,

vandalism, by two, crowded conditions by one, and one mentioned both vandalism and fire. Another wrote that minimum wage laws and other increasing costs are his chief concern, and one respondent simply wrote "more business."

FUTURE PLANS

One resort operator plans to buy or lease an additional 30 acres, but plans no increase in recreation facilities. These other plans include golf at one resort, golf and extra rooms at another, golf and winter sports at a third (all these are in the South). At one resort in the Northern States, plans are for much more intensive development of the presently owned 40 acres. In addition to an increase in present facilities for swimming, boating, fishing, and golf, plans also include construction of retirement homes.

INCOME

Thirteen respondents estimated the value of their resorts at a total of more than \$21,750,000. The lowest individual estimate was \$300,000 and the highest, \$4 million. Five of the 13 are valued at \$1 million or more.

Receipts for 10 resorts last year totaled \$10,522,405. In this total, the individual receipts ranged from \$145,000 to \$4,585,000 and 4 of the 10 were for more than \$1 million.

Thirteen of the 15 responding indicated that their receipts last year (1960) met their cash expenditures. For one resort, receipts did not meet expenses, and for another (with a \$1 million income) the receipts "barely" met the cash expenditures.



Figure 8.-- Fire, much of it caused by thoughtless recreationists, is the third greatest problem of the private recreation industry. It accounts for 18 percent of the problems mentioned. (U.S. Forest Service photograph.)

The National Park Service provided us with a list of commercial recreation enterprises operating wholly or partly on land leased from the Government or as privately owned inholdings within Park Service lands. Questionnaires were sent to this list of 115 names. Returns were received from 59. Of these, 19 were incomplete and unusable or were not actually recreation facilities. Twenty-nine were of a general class closely comparable to resorts (chapters 4 and 13) and 4 others were classified as miscellaneous. The resort class was analyzed as a group and the others are discussed individually.

RESORTS

LOCATION AND TYPE OF ORGANIZATION

Two of these resorts are in the East; 27 are in the West. All are in or adjoin National Parks or National Monuments managed by the National Park Service. Twenty are owned by individuals or families, 6 by companies or corporations, 1 by a partnership, and the ownership of one resort and one motel was not shown. Seven were open to guests and 22 were open to the general public, although, in several instances, the terms appear to be synonymous.

ACREAGE CONTROLLED AND AREA USED FOR RECREATION

The 29 operations cover a total of 4,576 acres and range in size from 1 acre to 2,670 acres. Eleven are of less than 10 acres, 8 are of 10 to 49 acres, 9 are of 50 to 999 acres, and 1 has more than 1,000 acres. Sixteen of the businesses own all of their land (1,320 acres), 11 lease all (334 acres), and 2 own part and lease part-- one owns 750 and leases 1,920 acres and the other owns 48 and leases 200 acres.

Two operators failed to report the acreage used for recreation. Seventy-five percent of the 1,896 acres held by the other 27 operators is used for recreation. Twenty-four reported that recreation was their primary business, 2 others listed ranching, 1 each listed mining and mineral baths, and 1 did not reply to the question.

TERRAIN AND COVER

The land controlled by 14 (48 percent) of the 29 operators is in mountainous terrain. The lands of four range from rolling to mountainous country. Rolling and hilly lands were each mentioned by three operators, and the lands of the remaining five operators are flat. Forest and grass predominate as cover, followed by sagebrush, pinyon, and juniper.

VARIETY OF RECREATION FACILITIES

Twenty-eight operators listed 18 types of recreation facilities that are available at their resorts. Fishing facilities are available at 75 percent of these resorts and swimming is available at 68 percent. Picnicking (at 50 percent), camping (at 43 percent), and boating facilities (at 30 percent) also are among the facilities most frequently available. Hunting, hiking, riding, winter sports, and sightseeing facilities are among the 13 other types of facilities at these resorts. Together, fishing, swimming, and boating facilities account for 45 percent of the total 112 listings.

In the listing of first, second, and third most popular recreation activities, 24 of the 29 operators listed first choices, 22 listed second choices, and 18 listed third choices (table 29). Swimming and fishing tied with each having 25 percent of the first choices, fishing was the most frequent second choice (27 percent of all second choices), and riding was the most frequent third choice (16 percent of all third choices). When the three choices are totaled, fishing is most popular with 20 percent of the 64 total listings, followed by swimming and riding each with 14 percent, hiking (13 percent), sightseeing (9 percent), and boating (8 percent). Fourteen other activities account for the remaining 22 percent.

Thus, fishing, swimming, and riding account for about half of the first three recreation choices listed by these operators. The special opportunities usually attributed to large public landholdings, such as scenery, mountain climbing, exploring, and nature study, rank low on the list of interests mentioned.

Few opportunities exist for hunting, because most of these enterprises are located within Park Service administrative boundaries. Only two operators reported that hunting is allowed--one of these mentioned a nearby National Forest and the other is in a recreational area where hunting is permitted.

Table 29. -- National Park Service: Popularity distribution of specified recreation activities, by region

Type of activity	Popularity rating			All
	First	Second	Third	
	Percent	Percent	Percent	Percent
Fishing -----	25	27	6	20
Swimming -----	25	5	11	14
Riding -----	13	14	16	14
Hiking -----	8	18	11	13
Sightseeing -----	13	9	6	9
Boating -----	8	9	6	8
Miscellaneous -----	8	18	44	22
Total -----	100	100	100	100
	Number	Number	Number	Number
Preference listings--	24	22	18	64

The answers relative to numbers of lakes and streams available for fishing seemed to be highly unreliable and were not analyzed.

Twenty-seven of these 29 resort-type facilities have overnight accommodations. Twelve have cabins or cottages, 4 are hotels, 4 are motels, and 6 have combinations of hotels or motels with additional cabins, trailer parks, campsites, or rooms. Only 20 operators reported their capacity for overnight guests. These range from a group of cabins able to house 10 people and two motels each able to house 12 people to a hotel-cabin-trailer site combination that could accommodate 400 people. Twelve of the 20 could house fewer than 50 overnight guests and 9 of the 20 could accommodate only 25 or fewer.

All of these operations are near other outdoor recreation resources. Twenty of the 29 provide food on the premises, 8 provide no food, and 1 did not reply to the question. Of the nine who replied as to availability of food nearby, seven indicated that it is available and two that it is not available. One of these two provides food on his premises; the other does not.

NUMBER OF VISITORS

Three operators estimated the number of visitor days during 1960 as a total of 800,000. Estimated visitor nights at eight of these recreation units was 19,794.

PROBLEMS REPORTED

Thirteen (48 percent) of the 27 answering the question had no problems. Six complained about trash, fire is a hazard for three, vandalism, staffing problems and difficulties with Park Service personnel each were mentioned by two operators, and bad roads concern one respondent.

PLANS FOR EXPANSION

Eight of the 27 operators who replied to this question have plans for expansion on present holdings during the next 5 years. One of the eight plans improvements on 80 acres.

Only 2 of 19 respondents plan to increase their recreational lands in the next 5 years. No acreage data were given.

Seven operators listed the kinds of improvements they plan to install. Four plan picnic facilities and three plan camping facilities. Two each plan additional overnight facilities, swimming, boating, fishing, horseback riding, hunting, and winter sports facilities. One operator's plans include facilities for desert trips; another plans pack trip facilities.

PROPERTY VALUES AND INCOME

Eighteen operators listed the value of their property. These range from \$24,000 to \$1,500,000 and total more than \$5.6 million for the 18 holdings.

Twenty-one reported on income during 1960. Two said they had none. Of the 19 others, incomes ranged from \$1,100 to more than \$260,000, and totaled \$898,617.

Of the 24 operators who answered whether income had equaled recreation expenses in 1960, 16 reported yes, 7 said it had not, and 1 said he "just about broke even."

MISCELLANEOUS OPERATIONS

Four operations on lands that are inholdings in National Parks are discussed briefly below. Their activities are so varied and so scattered that combinations would be meaningless.

A CAMPSITE AND TRAILER PARK

A privately owned 5-acre tract within a Park Service area is available for parking 52 trailers at \$2 per night per trailer. The number of campsites was not reported. Meals are available also. This business was new in 1960 and no estimate of volume of business was made.

Disposal of trash and crowded conditions were the problems mentioned. Facilities for boating will be added in the next five years. Present facilities were estimated as worth in excess of \$130,000.

"RANCH" SUMMER CAMPS

Two western inholdings operate as children's camps. One site includes 680 acres of privately owned land and 400 acres of leased land. The other site, of 160 acres, is privately owned. Recreation is the primary

use of both ranches. Both are in mountainous terrain and the cover is forest or sagebrush.

Riding, swimming, fishing, pack trips, and other camp activities are popular. Both camps are located on rivers or streams.

One reported that it has 120 boys as campers for 5 weeks, then 120 girls for another 5 weeks during the season. The second, and smaller one, takes 12 boys and 24 girls, ages 12 to 14, for a 7-week period. Meals and lodging are provided for the campers at both ranches.

No problems were listed nor were income or plans for future expansion. One reported that receipts covered cash operating expenses.

A CHURCH CAMP

A church-owned, 31-acre inholding in California is used primarily for recreation. Its mountainous,

forested terrain is used for camping, swimming, and winter sports. No hunting is allowed.

About 8,500 visitor nights were spent on this facility in 1960, in addition to an estimated 500 visitor days. A charge of \$1.50 per person per day is made for camping. Cabins and rooms are available for about 250 persons per night. Meals are furnished at the camp.

The major problem is danger from fire. There are no plans for future expansion. Estimated value of the facility is \$200,000, and in 1960, receipts did not cover cash operating expenses.

Many industrial firms provide recreation areas for their employees' use. Sometimes these areas are on the plant sites, but many are on other sites in areas less desirable for industrial use.

The National Industrial Recreation Association provided its 1961 Membership Directory for our use. From this, we selected the addresses of 87 member companies having 5,000 or more employees; smaller companies were excluded because they are less likely to have recreation areas. Sixty-two questionnaires were returned to us. After excluding those that had no recreation areas, gave inadequate information, or were in places of 10,000 or more population, 24 questionnaires remained for analysis. Seventeen of these areas are in the East, and 7 are in the West.

ACREAGE CONTROLLED AND AREA USED FOR RECREATION

A total of 2,512 acres is in these 24 industrial recreation areas. Companies own all of the land on which 16 of the 24 industrial recreation areas are located, 5 recreation areas are on land part owned and part leased, and 3 are on leased land. Lessors include companies or corporations, individuals or families, a county, the U. S. Navy, and other Federal departments.

Site sizes range from 3 to 760 acres. Forty-two percent of the sites have 24 acres or less. Seventeen percent have between 25 and 49 acres, 8 percent have between 50 and 99 acres, and 33 percent have more than 100 acres. A total of 2,317 acres (92 percent of the total) is used principally for recreation purposes. Recreation is the primary use of the acreage of 20 of the 24 companies. Watershed protection for industrial water supply is the principal use of another, and one indicated the land is used mainly for manufacturing; two did not reply.

TERRAIN AND COVER

The terrain of more than half (13) of these properties is generally flat. Eight are on rolling land, one is flat to rolling, one is rolling and hilly, and one is flat and mountainous.

Half of the 24 sites are grass-covered; 11 have both grass and trees. One reply was simply "general landscape."

RECREATION ACTIVITIES

Nineteen types of recreation activities were listed as the three most popular activities at 22 of the industrial recreation areas. Picnicking was mentioned 15 times (23 percent) among the 64 total listings. Next most popular is softball (11 percent of the total listings), followed by swimming (8 percent), fishing and "outdoor activities" (6 percent each), and hunting, camping, golf, baseball, trap shooting, and club meetings (5 percent each). Tennis, horse-shoes, social activities, volleyball, boating, football, basketball, and outdoor movies account for the remaining 16 percent of the 64 listings.

OTHER RECREATION RESOURCES

The respondents for six company facilities in the East indicate that lakes, ponds, rivers, or streams are on or border their property. Of the six, one borders a 2,200-acre lake; one has a 20-acre lake; one has five ponds totaling 20 acres; one has a 1-acre pond; one has a stream or river; and one has a stream and two small lakes totaling 20 acres.

One western employee recreation facility has no water resources for recreation.

NUMBER OF VISITORS

During 1960, reporters from 11 of the industrial recreation facilities estimated they had 1,022,653 day visits by employees and their families.

One of these recreation areas has a fishing lodge with a total capacity of 30 persons; this lodge had a total use of 125 visitor nights in 1960. Another industrial recreation area provides trailer sites and improved campsites, but no attendance figure for overnight visits was shown.

PROBLEMS

Companies apparently have few problems with their recreation facilities. Nine of the 17 eastern companies reported no problems. Vandalism plagues three others, two are crowded, fire is a problem at one recreation area, and trash disposal at another.

Four of the seven western units have no problems, but six problems were mentioned by the other three respondents. One unit is concerned about vandalism, and one has problems with crowded conditions and with

trash disposal. The third has three problems--vandalism, fire, and trash.

Altogether, of 13 problems listed, vandalism accounts for 39 percent, crowded conditions and trash for 23 percent each, and fire for the remaining 15 percent.

PLANS FOR EXPANSION

Plans for the future, as shown on the questionnaires, indicate no great changes. Of the 22 replying to the question concerning use of present land, 13 companies have no plans for expansion. Eight plan to expand--three will expand on a total of 246 acres, 239 acres of which are on one site.

Only 4 of 10 respondents indicated that their firms expect to acquire land for recreation use. Three plan acquisition of a total of 125 acres. Of this total, 80 acres are to be added to a recreation site now having 319 acres, the second largest in this survey of industrial recreation facilities.

The additional recreation acreage, whether it is gained by expansion on the present site, by acquisition, or by both, is to be utilized for picnicking (7 of 21 facilities listed), golf (2), tennis (2), and the following, mentioned once each: swimming, fishing, camping, winter sports, baseball, archery, basketball, football, softball, and social and athletic facilities.

VALUE

Sixteen of the 24 respondents estimated the value of the recreation unit. After excluding one unit having manufacturing as its primary use and another obviously including the value of its plant, the total value of 14 units was \$3,255,000. The range is from \$10,000 for one site to \$600,000 for another.

The recreation facilities are, of course, company-subsidized. Thus, it is not surprising that only two recreation areas had receipts last year that met their cash operating expenses.

Among the many private chapters and other organizations throughout the United States that have facilities for outdoor recreation, the Izaak Walton League was selected for inclusion in this study because its 20 affiliated chapters are scattered from coast to coast, and because, as a conservation-minded organization, the lands and facilities provided by them probably will remain long after those of more ephemeral organizations have vanished. The Washington office of the Izaak Walton League of America provided us with the addresses of its 20 chapters.

Thirteen questionnaires were returned, and the 10 usable ones were analyzed. Five chapters are in the North, two are in the South, and three are in the West.

ACREAGE, TERRAIN, AND LANDOWNERSHIP

Nine questionnaires contained usable information concerning acreage. Of these, the smallest site is 18 acres and the largest is 365 acres. A third of the sites are less than 50 acres, a third are in the 50- to 99-acre range and a third are on sites of 100 or more acres. The total is 921 acres.

Lands of 3 of the 10 chapters are on flat land and 3 are on rolling land; 2 are on hilly sites; 1 is mountainous, and 1 is on land both flat and rolling. Three of the chapters' holdings are forest-covered, three are covered by a combination of grass and trees or forest, three are grass-covered, and one is covered with brush.

The lands of all except one of the nine chapters whose respondents answered the question are fully owned by the chapters. The remaining chapter, which is in the North, is on a 37-acre site owned by a village.

Respondents for 5 of the 10 chapters indicated that recreation is the primary use of their land. Recreation is the principal use on three other holdings but the land is also used for forestry, for forestry conservation demonstrations, or for soil conservation practices. Two others wrote that conservation is the principal use of their land.

The pretest questionnaires did not request information as to whether the recreation area is open to guests or to the public. Answers on the other five questionnaires show that lands of three chapters are open to the public, those of one are open to members and guests, and those of another are open only to members.

RECREATION FACILITIES AND POPULARITY

Camping, picnicking, and fishing are equally important in the North; facilities for them are provided at each of the five holdings (table 30). The two chapters in the South also provide camping, picnicking, and fishing, but both also provide boating. In the West, trap and skeet ranges are provided by each of the three chapters in the sample, while camping is provided by only two of the three, and none provide for picnicking or fishing. Camping is available at 9 of these 10 Izaak Walton League sites, and picnicking and fishing are provided at 7 of the 10. Camping accounts for 20 percent of the total of 45 facilities listed. Picnicking and fishing each account for 16 percent of the total, trap and skeet shooting facilities for 11 percent, and rifle ranges for 9 percent. Six types of facilities are included in the remaining 28 percent of the listings.

Table 30. -- Izaak Walton League: Available recreation facilities, by region

Type of facility	Region			All
	North	South	West	
	Number	Number	Number	Number
Camping-----	5	2	2	9
Picnicking -----	5	2	-	7
Fishing -----	5	2	-	7
Trap, skeet-----	1	1	3	5
Rifle range -----	1	1	2	4
Miscellaneous ----	6	5	2	13
Total-----	23	13	9	45

Fishing is most often mentioned (24 percent of 25 activities listed on nine questionnaires) as among the three most popular activities. Picnicking (20 percent) and camping (16 percent) are second and third in overall popularity. Fishing leads the list of activities, first in popularity, camping is the most frequently mentioned second choice, and camping and picnicking are most often listed as third in popularity.

Two northern chapters permit hunting on their 172 acres and another northern one permits only dove and squirrel hunting on its 365 acres. The remaining two northern chapters and one in the South apparently do not permit hunting. The other southern chapter and the three in the West did not reply to this question.

There are streams, small lakes, or ponds on the lands of each of the eight chapters whose questionnaires had answers concerning the availability of such waters.

NUMBER OF VISITORS

The number of visitor days at the recreation facilities last year was reported by only 4 of the 10 respondents. The total for the four was 6,500 visitors; 1,000 was the smallest attendance (at each of two sites) and the largest was 3,000.

Six of the 10 chapters provide some type of overnight facility. Two of these are trailer and improved camp sites, three provide improved campsites, and one has unimproved sites used by the local Boy Scouts. Total capacity for the five with improved sites is 610 persons, and the range is from 50 to 300 persons.

Respondents for two of the chapters having improved campsites indicated the number of visitor nights last year—one was visited by 50 people, the other by 500.

FEES CHARGED

Only three of the chapters charge for the use of their facilities. These charges are for boats (\$0.25 per hour) and for camping (\$15 per year per party at one site and \$1.50 per night per party at another). The latter charge is assessed by a chapter that provides campsites for tourists as a service to the public because there is no other campground in the area.

OTHER FACILITIES

Public lands or waters available for recreation use are near the properties of 6 of the 10 chapters. Of seven replying to the question, only two respondents indicated that their chapters' lands are near other private recreation lands or waters.

Food is available on the grounds of the two southern chapters and meals are available for special occasions at a northern one. Food is not available on the premises of the other seven chapters.

PROBLEMS

Three chapters have no problems connected with recreation and one did not answer the question. The other six cited eight problems. Vandalism was cited by three respondents, trash by three, and crowded conditions by two.

FUTURE PLANS

One respondent indicated that his chapter's conservation and recreation area is new and that all 80 acres will be worked on during the next 5 years. On another site, of 18 acres, a chapter will improve existing recreation facilities. One chapter plans to acquire an additional 10 acres for recreation use; another expects to add 20 acres. Of the four chapters planning to add recreation facilities, one (in the South) has plans for swimming, camping, picnicking, and ice skating facilities; one (in the North) plans facilities for hunting, camping, and an animal zoo; and one in the West expects to add facilities for picnicking, while the other plans to add facilities for both fishing and picnicking.

FINANCIAL MATTERS

All 10 respondents indicated property value, which ranged from \$2,000 to \$150,000. Estimates for the 10 totaled \$649,000.

Five chapters received no income from use of their recreation facilities. Another respondent reported that 1960 was the first year the property was used; presumably, there was no income. One respondent indicated that the chapter had an income of \$100, a second stated that income from both membership fees and parties was \$1,200, and the third showed an income of \$21,500 from membership fees and \$1,000 from other, unidentified, sources.

Receipts of two chapters equaled expenditures. Receipts (presumably membership fees) equaled expenditures of two chapters that made no recreation charges. Respondents for five chapters checked "no" in reply to this question, and one wrote that the property is maintained by both the chapter and the city recreation department.

In addition to the recreation resorts and resort hotels, many lodges and cabin or cottage resorts scattered throughout the United States are operated by people who cater principally to hunting and fishing enthusiasts. These are often called "camps."

Apparently, there is no inclusive listing of such places. In order to obtain some information concerning this type of recreation enterprise, questionnaires were mailed to camps in Maine listed in a brochure supplied to us by the Maine publicity bureau. Thirty-three questionnaires were mailed to hunting and fishing camps not on our recreation resort mailing list (chapter 4). Eighteen were returned to us and 15 were used in the analysis.

TYPE OF OPERATOR, ACREAGE CONTROLLED, AND AREA USED FOR RECREATION

Twelve of the 15 hunting and fishing camps are owned by individuals or families. Two are owned by corporations, and one is owned by a partnership.

Nine are open only to guests and, although six operators stated that their camps are open to the public, probably only persons who pay to use the recreation facilities are welcome.

A total of 1,656 acres is represented by these 15 camps. They range in size from 1 to 500 acres. The median size is 50 acres. The sites of 14 camps are owned by the operators; that of one 8-acre camp operated by a corporation is owned by an individual or a family.

An estimated 721 acres, or 44 percent of the total, is in recreation use. Judging by the replies to this question, some respondents used a loose definition for "recreation;" others were more precise.

Recreation is the primary use of land at 13 of the 15 camps; a motel is the principal use of a 1-acre site--it is included in this sample because it is on a lake front and is a base for fishing, hunting, and skiing. Forestry is the principal land use at an 80-acre camp and also at a 500-acre camp.

TERRAIN AND COVER

The site of one camp is on flat land, five sites are rolling, six are hilly, one is in the mountains, one is partly flat and partly hilly, and one ranges from rolling to mountainous.

One site is grass covered, 11 are forested, and 2 are covered by a combination of grass and forest.

RECREATION FACILITIES AND ACTIVITIES

Altogether, 66 recreation facilities of 10 types are available at these 15 hunting and fishing camps. All of the camps provide fishing facilities. Swimming and boating are provided at 14, and hunting at 11. Other facilities include camping (at 3), picnicking (3), winter sports (2), water skiing (2), tennis (1), and softball (1).

Fishing is the most popular activity, having 34 percent of the 41 listings of the three most popular activities. Hunting and boating are the second most popular (each 20 percent of the total), followed closely by swimming (16 percent). Skiing (5 percent) and "vacations" (5 percent) were mentioned also.

OTHER RECREATION FACILITIES

Hunting is permitted on 940 acres owned by 4 operators. Operators of three other hunting and fishing camps indicated that hunting is permitted in the area.

All 15 operators reported that there are ponds, lakes, streams, or rivers on or adjacent to their property which may be used for either water sports or fishing, or for both.

NUMBER OF VISITORS

Eight operators estimated that a total of 31,605 visitor nights were spent at their camps in 1960. One small fishing resort had 350 and the largest camp had 10,000 visitor nights.

FEES CHARGED

Although one operator indicated that no fees are charged for use of his camp's recreation facilities and two others failed to answer this question, it is probable that fees are charged by all. Rates for room or cabin and meals are \$6 per person per day at one camp and \$10 at another. Another camp charges \$50 per person weekly for cabin and meals. One operator rents housekeeping cabins at a flat rate of \$70 per week. Another charges \$75 per week for cottages.

Boat rental fees are usually on a daily basis; they range from \$2 to \$6. One operator rents boats only by the week, charging \$8 per boat.

Several operators indicated fishing and hunting charges on a per person per day basis ranging from

\$3 to \$10. Some of these rates include room rent, as well as fishing and hunting. One operator charges \$45 per person per week for fishing, \$40 for skiing, and \$83 for hunting.

OVERNIGHT FACILITIES PROVIDED

The 15 camps provide overnight accommodations for a total of 685 persons. Twelve have cabins or cottages; in addition, 3 of these provide rooms in hotels or lodges and 1 provides tent camping sites. One operator provides only motel-type accommodations; another answered simply "small fishing resort;" and a third indicated merely "adult camp."

All except four provide meals or food on the camp premises and, of these four, only one appears to have no kitchen facilities.

NEARBY RECREATION RESOURCES

Public water resources for recreation use are near each of the 15 camps. All except 1 of the 10 operators answering the question indicated that other privately owned lands or waters for recreation purposes are nearby.

PROBLEMS

Seven of the 15 operators did not indicate any problems connected with recreation use of their properties. Five indicated that fire is a problem. Trash

disposal and the short season were mentioned once each. One operator wrote that "public camping areas decrease private income; rowdiness is increased."

PLANS FOR EXPANSION

Six of the 15 operators plan to increase recreation use of their present acreage within the next few years. Three of the six also plan to acquire additional acreage for recreation use.

Twenty-seven facilities of eight different types are planned by these six operators. Five of the six expect to expand fishing facilities, three will extend their swimming facilities, two plan additional boating facilities, two are making plans for winter sports facilities, and two plan additional cottages. Facilities for hunting, picnicking, and golf are planned by one operator each.

VALUE AND RECEIPTS

The total estimated value of 14 of the 15 hunting and fishing camps is \$980,000. The 1960 estimated income for the 14 is \$355,000. Thirteen of the 14 replying indicated that receipts from recreation met cash operating expenses in 1960.

During the planning phase of the study, it was recognized that feasible forms of inventory studies could not examine types of recreation enterprises in depth. Also, data about significant types of activities are not readily available. A case-study approach was used to obtain detailed information on a limited number of examples. These case examples provided an opportunity for personal contact with people conducting recreation businesses and allowed deeper probing into specific relationships than was possible in mailed questionnaires or in review of data gathered by other organizations.

Ideally, and according to the work outline, this phase of our study should have followed the inventory of resources and bolstered areas of sparse information. Practically, because of the limited time available for the whole study and the problems of work scheduling, the tasks were conducted concurrently. Case studies were made of several categories known to be sampled by the mailed questionnaires. This provided for analysis in depth. Other, often unique, enterprises were also selected for study because they were not represented in the mailing process. This provided for analysis in breadth.

Case examples were gathered from 20 States, scattered in the Northeast, East, Southeast, South, Southwest, West, Intermountain Region, and Midwest. Limited time and seasonal weather conditions precluded a balancing of cases against the importance of particular geographic areas in the recreation trade or of selecting cases that might represent the distribution of types of recreation facilities within an area. The coverage was begun from a list of suggested situations; it increased as others came to light. Special problems, business failures, unique developments that might suggest ideas for other recreation enterprises, unusually successful operations, large corporations, special interest groups, shoestring operators, and others were grist for the case studies.

The 66 case studies that follow are grouped into two major categories: those in which recreation is the major focus, or major business, of the firm and those in which recreation is a by-product and another enterprise is the major reason for being in business. Examples of the former are a resort and a riding stable. An example of the latter is a pulp and paper company owning timberlands made available for various types of outdoor recreation.

Within the categories, the case studies were grouped according to centralizing interests as follows:

A. Recreation as a Major Focus

- Residential vacation places
- Year-round resort
- Summer resort
- Farms and ranches
- Summer camp for girls

- Hunting and fishing enterprises
- Shooting preserves
- Fishing camps
- Packing and guiding services

- Beaches and boating facilities
- Commercial beaches
- Yacht clubs
- River running wilderness trips

- Scenery, plants, and animals
- Scenic wonders
- Botanical gardens
- Wild animal exhibits

- Horseback activities
- Dude ranches
- Wilderness pack trips
- Riding stable
- Rodeo

- Winter sports
- Ski areas
- Ski lodges

- Recreation on an Indian reservation

B. Recreation as a Secondary Interest

- Programs of industry
- Forest-based recreation
- Water-based recreation

- Programs of foundations

- Programs of associations

Each case example is based on an actual business undertaking. Most of the examples, however, are considered to represent a larger segment of the recreation industry and thus to reflect general

conditions affecting a group as well as the individual firm. In most cases, names and specific locations of these firms were deleted from the report. In some instances, the resource utilized was unique or the operation itself was such that the story would lose its significance if the operation were not identified. This is the only reason for the naming of some firms and not others in the case examples that follow.

EXAMPLES WITH RECREATION AS A MAJOR FOCUS

RESIDENTIAL VACATION PLACES

The category of resorts and camps can cover a wide range of sizes and activities as was demonstrated in chapters 4, 6, 13, and 17. Twelve residential vacation places were selected for case study.

EXAMPLE 1: A SMALL YEAR-ROUND RESORT

This public resort is ideally situated on a 10-acre peninsula formed by a power company impoundment about 35 years ago. It was formerly occupied by a Boy Scout camp and its main buildings were originally designed and built by the Scouts for camping purposes. This resort has access to a long narrow lake with a 4,800-acre water surface, and a 72-mile shoreline dotted with cabins and motels.

Since the resort was purchased about 3 years ago by two industrialists, the facilities have been improved and expanded to include cabin, motel, and house-trailer sections, and dormitories in the main lodge with capacity for 80 guests. A tenting area in one corner of the property is available for guests who prefer to "rough it." The dining room seats 75 persons. A bar adjoining the dining room, 11 dock spaces to service visiting boats or for use of tenants, and 2 beaches on the property complete the facilities. Probably, the investment in this resort is considerably in excess of \$100,000, represented largely by the value of facilities.

Fees charged for accommodations start at \$3 per person per night in the cabins or dormitories. Motel units for two people are \$8 in winter and \$12 in summer. Trailer space is rented at \$200 per year and dock rental is \$50 for the season, or \$15 per month for people not guests at the resort. Meals, bait, boats and incidentals are extra.

People from private cottages drop in during the summer for a meal or refreshments. Several groups and associations regularly plan annual outings and meetings here because they can rent sufficient facilities for their needs. During the winter, groups from a nearby metropolitan area charter the facilities for weekends of skiing in the area. A nearby ski slope has had more than 1,000 enthusiasts per day using its facilities. This volume of visitors taxes the housing capacity for miles around during the several weekends in January and February when snow is ideal for winter sports.

Resorts, motels, and other businesses in the community work together to sponsor boat shows and water pageants during the summer. They are also working up additional entertainment to expand winter sports activities. Skating, ice boating, ice fishing, and additional ski slopes, as well as novelties such as snow buggies and sport car races on ice are under consideration.

In this atmosphere, it is not surprising that the lodge owners plan further expansions of their motel facilities, an entertainment park to attract young children (and thus the parents), improvements in the main lodge and the kitchen, extension of the trailer area, and other attractions and services as these become justified.

So far, the clientele seems to be primarily of two separate and distinct age groups. Most of the summer tenants are older couples ranging in age from 50 to 70 years. Interspersed among these are weekend groups of young people who usually utilize the less expensive dormitory space. Most of the winter trade is with younger people, those from 20 to 30 years old, who are winter sports enthusiasts.

In 1960, the motel and cabin clientele was derived as follows: 65 percent from Baltimore, 25 percent from Pittsburgh, and 10 percent from Washington D. C., and other places.

The summer guests are generally managerial and professional people. Probably 75 percent of them return two or three times during the summer vacation period. Some rent quarters for the season.

One of the major problems of resort operation lies in the unpredictability of weather and people. Profit for the year depends largely upon what happens in about 10 weeks between Decoration Day and Labor Day. The winter season, as it has developed so far, supports its own related costs and helps pay the annual maintenance costs.

Staffing is difficult under these situations. Fortunately for the lodge, several competent married women in the neighborhood are available for part-time work on fairly short notice. The manager's children, ranging in age from 10 to 16 years, pitch in to help cook and serve meals, clean rooms, mow lawns, rent boat space, run errands, and do the innumerable other small tasks. A family community of interests helps keep everything underway. The growing children and their increasing capabilities are woven into the fabric of plans for expanding the business in the years immediately ahead.

The managers spoke highly of the recreationists they serve. Most are good mixers. Sometimes several couples from the same area arrange vacations together, although, more often, friendships sprout among strangers after their arrival at the resort. A relaxed atmosphere prevails and most people are on their good behavior. Even the groups of young people are well-behaved. Youthful spirits get a bit rough and boisterous occasionally, but no rowdiness or problems of discipline have arisen. Younger people tend to create more litter and require more cleanup than do the older couples who visit this resort.

A management problem affecting returns is caused

by State law prohibiting sale of whiskey at the bar, according to the manager.

The very congeniality of their guests creates hardships for the managers. Not uncommonly, some groups remain in the lobby until late at night, while others want service in the early morning. Long days on duty are exhausting to a small staff. Yet, the business is too small to support a larger staff adequately. If the owners carry out current plans for expansion, the additional volume of business probably will warrant full-time seasonal employment of one or more persons to share part of the long days of duty.

EXAMPLE 2: A SMALL INLAND RESORT

A small inn within a few minutes' drive of the sea concentrates on providing nationally known cuisine. It is operated on the European Plan and can house 46 persons in comfortable rooms in the inn, a cottage, and motel-type suites.

Three distinctively decorated dining rooms and a bar-lounge can seat 375 guests. As many as 1,300 people a day can be served lunch and dinner.

A small lake or pond adjacent to the property is used for canoeing. Fishing is permitted, although a catch is rare. A putting green is the only other outdoor recreation attraction on these 4 1/2 acres. Public beaches are about a mile away. Deep sea fishing for dolphin, marlin, bass, swordfish, and tuna is available nearby.

"Any people who are ladies and gentlemen" are welcome here, but the majority of the resort guests are middle aged and older people of the upper-middle and upper income brackets. They are from all sections of the country, although perhaps more come from the New York City and Boston areas than from anywhere else. People of all ages come here to eat.

As a rule, guests cause very little trouble. Occasional thefts of relatively small items such as books and pictures occur, but there has been no deliberate damage to the property.

The inn is open year-round. Its only advertising is by the guests. The dining room is always filled during mealtime, and rooms usually are filled during the season.

The average length of stay in summer is 1 to 2 weeks, although some people stay for 3 weeks or more, and one person stays virtually the entire year.

The inn, which is owned by a corporation, opened in November 1953. An extra dining room and a night-room and bar have just been built. The manager pointed out that the largest dining room, although decorated just 4 years ago, is due for refurnishing this winter because "you have to keep changing things." The land, buildings, and furniture are worth an estimated \$500,000, before depreciation. The corporation is well-situated financially.

The permanent year-round staff of 50 to 60 is increased in the summer to 140, many of them "green"

help. Of the 80 temporary employees, 30 to 40 are college students who work as waiters and waitresses. Nearly all of them are housed in the neighborhood. In 1961 more than 700 students from all over the country applied for these summer jobs. Enlisted men from a nearby military base work at the inn as dishwashers and busboys during their off-duty hours.

There are no problems with local government authorities; the only problems with the staff are an occasional display of temperament because of stress and strain. The inn has to have a liquor license, and, of course, workmen's compensation and liability insurance. It must also pay an entertainment tax. A single town tax takes care of everything else--roads, schools, fire, and police protection. However, the inn disposes of its own garbage and trash--in season, a truck makes three or four trips each day from the inn to the public dump.

As the president of the corporation said, they have only two problems--paying bills and meeting the payroll. During January, February, and March they just try to lose as little money as possible. It isn't realistic to shut down because they would need to keep a skeleton crew anyway--the key help and maintenance people.

When asked if he had any comment to make about this type of business, the president stated that "poultry farms, restaurants, and resorts have among the highest bankruptcy rates--if you don't have the experience, keep out of it."

EXAMPLE 3: A SEASHORE RESORT

A small seashore resort in New England draws guests from all over the country, with no particular concentration from any area. These guests are "a night-clubbing crowd" and their families. In addition, the dining room is open to the public.

The management, which started here in 1947, is a proprietorship; land and buildings are leased from a corporation. The corporation owns 4 miles of private beach used solely by guests of the hotel and its cottages, people who own or rent cottages in a small summer cottage development, and a few permanent residents from nearby.

Roughly 7 acres of land ideally located between a sound and a small inlet provide ample space for 21 duplex cottages and the hotel.

In addition to swimming and sunbathing, tennis is available on the property. Open air dancing is available every night except Sunday. Arrangements for renting sailboats or going deep sea fishing can be made through the staff.

The hotel is open only for the summer season, from May 30 through the third weekend of September. Guests stay an average of 2 weeks, and the majority come back year after year.

There are no staff problems. The same cooks and maids are there year after year. A staff of 68 to 70 works from July 1 to Labor Day, and 10 or 12 of these

are employed for the full season. Many college students are employed during the peak season. They often work each summer for 4 years and then send their relatives for jobs. Guests also send their children here to work, an indication of their high regard for the management!

Because the property is leased, the staff had no idea of the capital investment, but said that the corporation's asking price is now \$500,000, and that just 10 years ago it was \$200,000.

The management plans no changes. The buildings are 20 years old. The corporation makes necessary repairs on the parking lot and does the outside painting. The lessee maintains the interior decorations and upkeep of the furniture, much of which has been replaced.

A liquor, common victualers, and innholders license costs \$350 per year. An entertainment (cabaret) tax, which applies on Sundays only, covers TV, a juke box, and a pianist and costs \$2.25 per Sunday or \$22.50 to \$24.75 per season. The management pays no tax for the orchestra and dancing during the week; the guests pay a 10-percent Federal cabaret tax.

State laws require inspection of kitchens, bars, and drinking glasses once a season.

Although lifeguards are not required by law, beach-boys are available for that purpose.

The hotel is operated on the European Plan. A one-room suite, consisting of bed-sitting room, dressing room, and bath is \$15 per day for single occupancy, and \$25 per day for two. Other suites, consisting of a living room, bedroom, and bath are \$30 daily, and suites with pullman kitchens are \$35 per day. The dining room has a varied a la carte menu. For luncheon, sandwiches run from \$0.40 to \$1.50, and three-course luncheons range from \$2 to \$2.50. Dinners range from \$3.25 to \$6. All meals are subject to a 5-percent tax.

No problems were mentioned. Plans for the future involve continued operations at about present levels.

EXAMPLE 4: A WATERFRONT INN

A large inn sprawls along the water's edge in a small New England town. One can relax on the lawn and enjoy the view of the town or watch fishing boats and pleasure craft entering or leaving the harbor. One can swim in a pool on the premises, in saltwater from the adjoining beach, or walk to a nearby public beach. At high tide, guests can fish from shore on the inn's land or from an adjacent breakwater. Out-board motorboats are available, and the hotel staff will arrange deep sea fishing trips.

The inn is open from April 1 to November 15. Anyone is welcome, both in the public dining room and in the guest rooms. People come to this resort town and to this inn from over over the world; there is no concentration of guests from any one area. Guests are of all types and income levels. The owner could not estimate an average length of stay. Many guests come for a single night, some for a week, and others for 2 to 3 months.

Considerable direct mail advertising is done, as well as some advertising in newspapers and magazines. Guest rooms are filled during most of the season when both weather and economic conditions are normal. However, the owner does not depend upon either chance or advertising to bring him business. He is interested in building up convention trade for the preseason months. At the time of the interview in the early summer, conventions were booked for the autumn and for 11 days in the following April, 10 days in May, and all except 4 days in June. Among the groups already booked were national and regional associations and clubs.

The owner-manager stated that the few smaller rooms contain a double bed and that a majority of the rooms, which have two double beds, can accommodate four people. With only 2 people in each room, 216 guests can be housed; if the rooms are filled to capacity, 368 can be accommodated.

The property consists of 6 acres of flat, waterfront land. The reporter considered it to be the best location in the town. The inn, which contains 28 guest rooms, the dining rooms, bar lounges, a beauty shop, and a gift shop, is 36 years old. Every room in the building has been modernized recently. Four years ago, 33 motel units were built, and an additional 23 units were built 3 years ago. The dining room can seat 295 people at one time. A newly built convention hall, which has up-to-the-minute equipment, can seat 600 for meetings or 425 for meals.

The owner stated that 3 1/2 of his 6 acres have not been utilized, and that he "probably will" expand to some extent within the next 5 years--if business warrants it.

The inn, which is operated as an individually owned corporation, was bought 27 years ago. The owner stated that he has no serious management problems. A permanent, year-round maintenance staff of eight lives in the town. An additional 90 to 117 persons are employed during the season. Of these, 80 percent are local people who work at the inn year after year. Of the remaining 20 percent, who are from out of town, 8 out of 10 return each year. No college students are hired because "they just don't work out right." However, some of the "outsiders" are school teachers.

One member of the permanent staff has worked at the inn for the entire 27 years it has been under the present management. Ten or 12 employees have worked there for 15 to 18 years. Some of the men who are not local residents are housed at the inn, but all of the girls have rooms elsewhere.

The owner stated that the only problem with guests is vandalism, which is "getting worse instead of better--it's the way they're bringing the kids up today."

The owner declined to estimate the value of his property. However, he did say that "any hotel property would run from \$10,000 to \$15,000 a room," depending partly upon the kitchens and the public rooms. The upkeep varies, but he does not consider it excessive; perhaps one reason is that the owner and his maintenance crew are skilled in all phases

of building and maintenance. They renovated the inn and constructed the motel units themselves.

The only difficulties this operator has are relatively small. One is liability insurance, which is high "because of people trying to get something for nothing." He has liquor and entertainment licenses, and carries workmen's compensation. There are no difficulties with local authorities.

Although this owner-operator appears to have no financial problems--he has financed all improvements himself--he made several noteworthy statements regarding finance. He stated that "someone young, who is just getting started in business, cannot get a loan. Loans should be based on ability and reputation, not on what he's done already in this field." He continued, "Let local banks make the loans--not an agency--because in the end the local banks loan the money anyway; there is too much red tape." He also stated that resort operators and similar businessmen need to be able to refinance loans without penalties, and that present procedures make it virtually impossible for anyone, with parts of a previous loan still unpaid, to get refinancing or additional and supplemental loans for necessary improvements or desirable expansion on his property. This leads to loss of business for the firm, stultifies expansion, and reduces opportunities to serve the growing need for outdoor recreation services.

EXAMPLE 5: A SUMMER RESORT IN NEW ENGLAND

A quaint old New England village is the site for a fashionable summer resort that has operated for more than a century. Its nearly 300 rooms, dining rooms, cocktail rooms, conference rooms, golf course, swimming pool, private lake for fishing and boating, private hiking trails, and other facilities are dedicated to the high standards for service that have become its trademark over the years. The 1,500 acres owned by the resort are surrounded by publicly owned forests.

Numerous other types of recreation facilities are in the area. Among these are concerts, auctions, riding stables, antique shops, ski area chairlifts to carry visitors to mountaintop views of the countryside, and many other regional attractions, including quaint country roads inviting quiet rides.

A majority of guests are middle-aged couples with above-average incomes. Most of them are business and professional people from Connecticut, Massachusetts, New York, and New Jersey. Convention use of facilities throughout the tourist season is increasing. This type of trade extends the business year and helps to advertise the facilities. In 1960, more than 75 percent of the gross income was related to convention business.

No timber is harvested from the approximately 1,000 acres of forest adjacent to the resort. The lake is stocked with rainbow trout. Hunting by permit is allowed on the forest during the legal season, although guests must stay elsewhere because the facilities are closed.

Management of this resort is a corporation, leasing with renewable option from an individual. Plans are to buy the property in the near future.

The resort is open to the public from mid-May to mid-October. More than 10,000 people visit the resort during a normal season. The average stay is for a week. Many guests return for additional periods during the season. Many regular guests return year after year.

The permanent staff required to manage this enterprise includes 7 people besides the manager. About 200 additional seasonal employees are added during the summer. Nearly all employees are fed and housed on the property.

Present capital investment of almost \$2 million will be increased through further investment in buildings in the future. Facilities for guests probably will not be increased because present levels of business already place the operators in a high tax bracket and additional gross business would increase corporate taxes too much. Some of the less desirable rooms will be converted to storage and other uses. These changes will reduce overhead costs of operation.

Rates charged at the resort are on the American Plan. Single rooms with connecting bath start at \$18. Singles with private bath are \$20 to \$24, twin-bedded rooms range from \$17 to \$22 per day. Greens fees at the golf course are \$5 per day. Fishing charges are \$3.50 per half day with a limit of 2 fish, or \$5 for a full day with a 3-fish limit. Fish over the limit are \$1.50 apiece. Boats are included in these rates. Rods and flies can be rented.

No particularly serious problems were mentioned. The management's credit rating is sufficiently good that banks are willing to provide the necessary annual loans for operations. The manager joined other representatives of recreation interests in the region in complaint about State liquor laws.

The guests create relatively few problems. Relations with public officials are congenial. Relations with employees are usually satisfactory.

EXAMPLE 6: A WINTER RESORT--SUMMER CAMP

This 200-acre remnant of a much larger original working livestock ranch now operates as a winter resort for vacationing guests. In summer, it becomes a camp for boys and girls. The winter season is for about 2 1/2 months in February, March, and part of April. The summer vacation camp is for 2 months.

The guest ranch is part of a chain of recreation facilities owned and managed by a corporation comprised of about five families. It has been under present ownership for four seasons. The manager and most of the winter-season staff are moved to other locations during the rest of the year. The summer camp for boys and girls is a separate operation.

Present facilities are suitable for 40 to 50 people. Most winter guests are middle-aged, executive and professional people who like outdoor life, horseback

riding, and just resting in the sun. Guests come from widely scattered cities in the East and North, and a few from the Southeast. While no restrictions are placed on admission to the ranch, most guests either have been here before or came because other guests recommended it. Guests at small places like this must be congenial and have similar interests if their stay is to be enjoyable.

Recreation facilities, in addition to the horseback riding, include a swimming pool, shuffleboard, croquet, and cards. A putting green formerly was maintained but was abandoned because the guests did not use it.

Daily rates range from \$38 to \$46 per person on a double-room basis. All services including room, board, use of horses, and transportation to and from planes or trains, are covered in these rates.

One problem for this smaller sized operation is the relatively large staff needed. The staff of 15 on this ranch includes the manager and his wife, 2 wranglers, 2 waitresses, 3 maids, 3 or 4 in the kitchen, 1 yardman, 1 maintenance man, 1 driver, and 1 extra woman to work wherever needed.

The manager did not divulge data on management costs and did not know the value of the resources involved. Similarly, he was unable to state future plans of the owners. However, he stated that the main facilities must be expanded before more guests could be accommodated. Some mention had been made of this, but so far as he knew, no decisions or plans had resulted.

No unusual problems came to light here. Relations with public officials were satisfactory. Park Service personnel in the nearby National Monument were very cooperative in relation to guests riding horseback along the trails. Problems with guests also were minimal. These people came to rest and enjoy themselves. They knew the conditions they would find and complaints were very few.

EXAMPLE 7: A WORKING RANCH AND RESORT

A partnership operating a 2,000-acre working ranch with a small supplemental dude enterprise was in financial difficulties because of the size of the dude operations. The ranch enterprise itself was reasonably satisfactory. Ample water rights acquired with the original land grant were sufficient to irrigate fields of alfalfa and grain and some pasture. An artificial lake just under 10 acres in size provided storage for irrigation water and a major recreation attraction in this arid area. The ranch enterprises are cattle feeding and horse raising. Several mounts are needed for the guests.

The recreation year in this area is basically two seasons: the winter season, from about January 15 to May 1, and the summer season of about 90 days--June, July, and August. The types of guests differ in the two seasons. During the winter, the guests are largely northern tourists and the recreation facilities are operated as a guest ranch. During the summer, residents of the region tend to use the

facilities heavily on weekends, although some families spend short vacations here because the 3,200-foot altitude provides relief from the desert heat.

Fishing, swimming, waterskiing, and boating are provided on the lake. Horses are available for extended wildland riding. Tennis courts, a swimming pool, a recreation room, and similar facilities are available.

Guest rates are American Plan; they vary by the season as well as by the facilities. For example, double rooms range from \$40 during January through April to \$31 for May through November 15 and \$35 for November 15 to January 15. Large cottages range from \$80 to \$150, \$65 to \$120, and \$72 to \$135 for the same periods.

The guest facilities have been unprofitable for the last several years. Present managers have had a partnership lease for nearly 2 years on a guaranteed rental plus percentage-of-business basis. The previous operators also lost money on these facilities.

The major cause of failure apparently lies in the small number of rental facilities. The 15 rental units are too few to support the varied personnel required, pay for the high liability insurance on the horses (\$1,200 in 1960), pay for the required advertising, and so on. Also, this small facility suffers because it cannot accumulate a sufficient backlog of satisfied customers who will advertise for it by word of mouth. Under the present managers, the facilities have been full only over the Labor Day weekend. The airline strike in 1960 and the flight engineers strike in 1961 hurt business very badly. The general business recession has been reflected in slower guest reservations.

Still another difficulty mentioned here was that of keeping small groups entertained. Larger groups seem able to generate special interests and entertain each other. But these operators felt they had to spend too much time catering to the whims of guests to prevent boredom among them.

Plans for the future of this ranch and its guest facilities are somewhat unique although plausible. The owners plan a large real estate development for retired senior citizens. Part of the fields will become an irrigated golf course. The present lessees anticipate that they will sign a new lease under which they will nearly quadruple the guest facilities, increase their horseback riding and water-sports facilities, and manage the golf course-country club facilities under an equitable 25-year lease with first refusal of renewal privileges on a percentage of gross business basis.

One suggestion from these operators was that the Federal Government should support development and management of lakes for recreation purposes in ways similar to those for agricultural uses, flood control, and erosion control.

EXAMPLE 8: A VACATION FARM STILL BEING FARMED

Modern alternative opportunities for use of former farms are illustrated by this vacation farm in southern New England. It lies less than 100 miles from New York City at a sufficiently high elevation to assure cool temperatures and a view.

These operators have combined guest entertainment with general farming. They bought an abandoned farm of about 160 acres in 1955, reclaimed the house and some fields, and began accepting guests. Quiet informality is the keynote of their resort activities.

They cater to middle-aged and elderly couples, of middle-income levels or above. No children are allowed. Guests entertain themselves by visiting, reading, playing cards, watching TV, hiking, taking pictures, and doing other relaxing activities in which all guests need to be congenial.

The facilities for guests include four double rooms and two baths in the colonial-style farm home. Guests use the living rooms freely. Rates of \$50 per week per person include room, board, and use of facilities. A washing machine is available for guest use, but no transportation or other services are provided. Occasionally, arrangements can be made for tours to nearby auctions, antique shops, movies, and other points of interest. Lakes for fishing, boating, or swimming are nearby, as are State parks and forests, riding stables, a ski area, and other recreation resources.

Most of the guests come from New York City, Long Island, or Philadelphia. Ordinarily, they are business and professional people; many are retired. Most of them want to be at the farm during the 3-month summer season. Although the operators appreciate the income provided, a major benefit received from the guests in the past was the richness of associations provided for the owner's teen-aged children.

From 12 to 16 couples are entertained during the summer on this farm. Most of the guests stay for a week, although a few stay for 3 weeks or a month. Two or three couples spend a week here in early summer and another week later on. Many of the guests return year after year.

This farm is worth roughly \$75,000, with the large remodeled home accounting for probably half the value. The general farming enterprise supports the family and provides a basis on which to operate the summer guest business. Profits from the guest enterprise are relatively small and undependable and vary from year to year. Cold, wet summers drastically curtail the number of guests and reduce the long-time profitability of this business.

Most of the work is done by the owner or his wife. A day laborer is hired occasionally for special tasks. Major repairs and miscellaneous farmwork are done by the operators when they have no guests.

This couple plans to quit and sell out as soon as they can find a buyer. Their children are grown and have left home, the farm has barely paid expenses, the guest enterprise keeps them tied down, and costs are rising. Their real property taxes have nearly tripled

since 1955 and indications are that assessments will continue to grow heavier. Rural fire insurance rates are very high. The farm is located on a poorly maintained, dirt road.

This example, like several others, indicates some of the problems inherent in poor locations relative to public facilities and the difficulties of satisfactory management when the size of business is too small.

EXAMPLE 9: A VACATION FARM LARGELY RECREATIONAL

A skilled craftsman bought a 12-acre berry farm about a decade ago and retired to the country. Retirement palled shortly and the couple began accepting summer guests to supplement their income.

The farm is in southern New England, roughly 100 miles from New York City. Most of the guests are from New York City, Philadelphia, and Boston. They are chiefly elderly couples from business and the professions and are in the upper-middle income brackets.

Capacity in the main house and two housekeeping cottages is about 15 people at one time. Although this resort is open all year, most of the trade is from May through September. From 50 to 60 couples visit here during the season. Most guests stay for a week, although a few stay for 3 weeks or a month. Many couples return year after year, and a few couples spend short periods here at different times during the summer. One couple lives in one of the cottages at an annual reduced rate.

The guests are congenial and cause no particular problems. These operators plan to continue with about the same level of business and in about the same way. Variable expenses because of the guest operations equal about half of the gross income. The net returns of roughly \$3,000 are considered to be adequate repayment for the effort. A small sum usually is realized from the berry crop. With the retirement benefits received, a satisfactory income is provided for this couple.

The operator and his wife do most of the work related to the resort business. A woman neighbor works for them a few days at a time when there are guests.

The investment in land and buildings is between \$20,000 and \$25,000. Most of the value is in the buildings.

Weekly rates for cottages (without meals or bedding) start at \$65 for two people. The rate for a 3-month season is \$660. Rates per person in the home, including meals, are \$9 daily for a single room, \$8 daily for a double room, or \$45 by the week.

The guests are expected to take care of their own entertainment, although cards, television, a large library, croquet, and other equipment are available. Many vacation attractions are available nearby--berry picking is a favorite pastime for some guests. Transportation arrangements can be made for guests who do not have automobiles.

EXAMPLE 10: A VACATION FARM IN MASSACHUSETTS

These operators bought an abandoned farm, with overgrown fields and dilapidated buildings, several years ago when the husband retired from his profession on a small pension. They remodeled the house, and recleared a small acreage of land to provide pasture and hay for a few cows and sheep. They also have a large poultry flock. The rest of the almost 300 acres is virtually unused, except for hiking and viewing.

Three double rooms in the home are used for guest accommodations. Rates of \$50 per person per week include room, meals and use of the available recreation equipment. Most of the guests are middle-aged and elderly. Quiet games, resting, walking, and similar activities are popular. Many State lands are nearby, as are lakes for swimming, boating, or fishing, and numerous other attractions.

Most of the guests are in the \$8,000 to \$12,000 annual income levels. They are primarily businessmen and professional people from New York City, Philadelphia, Boston, and Washington, D. C. Although the guest facilities are available all year, most of the guests want to visit the place during the summer. Ordinarily, they stay for 1 or 2 weeks at a time; 3 or 4 couples come twice a year; many are steady customers year after year. One couple, for instance, has visited this place every summer since it was opened for business.

About 25 or 30 couples normally spend vacations here during the year. More guests could be accommodated if they didn't all want to visit in August. Each year, several applicants are turned away.

The husband of this couple is elderly and the work is becoming increasingly difficult for him. The couple would like to sell out and retire completely. The property is valued at roughly \$35,000 of which the remodeled house is probably worth considerably more than half. This farm is fairly isolated, and the area around it is sparsely settled. No buyers were in prospect.

A high school girl is hired for a few hours a day to help with the work when guests are there in summer. Repairs and odd jobs are done when no guests are present.

Operating costs on this place are relatively high partly because of the advanced age of the operator and partly because of the farm's isolation. Net income from the guests probably runs between \$1,000 and \$1,500 annually.

In view of the family situation, it is not surprising that there are no plans for expanding the recreation business. The operation will continue as long as possible, or until a prospective buyer takes over. Although the fire insurance rates are very high because it is in the country, real estate taxes and other expenses are relatively low.

An opportunity exists here for a younger person to take over the facilities, make the required expansions, and provide a varied recreational program for a much larger number of guests.

EXAMPLE 11: A PRIVATELY OWNED FAMILY CAMPGROUND

A privately owned campground in New England, selected at random for the survey, proved to be a new venture not yet quite open for business. The owners, an English family who had lived in Canada for more than a decade, were looking forward to, and planning for, their first family of camping guests.

Although the camping business is new to this family, they are experienced and ardent campers who obviously know what camping families need and want. Their program has been carefully planned and is being developed systematically. The first step, when they decided to go into the campground business, was to contact chambers of commerce and ask to be put in touch with real estate agents who might have the desired type of property. From the many replies to these requests, 10 likely places were selected. These places were investigated carefully in July 1960.

This place seemed as though it might have been made to order. It had been a private residence before the family bought it in March 1961.

From the main highway, the traveler follows a narrow, winding, paved, country road to the entrance, which leads into a country lane. The lane, in turn, leads straight down a wooded hillside to a lovely old house set off by flowerbeds, well-kept lawns, a pond, and stone fences, and backdropped by meadows and woodlands sloping downward to a wide river.

The 90 acres in this holding include 60 in woodlands, 20 in salt marsh, and 10 in open space around the house. The owners preferred not to estimate its worth as a recreation facility, both because it is not developed and also because the intrinsic value of the large old colonial house and the other buildings cannot be separated from the enjoyment value of the campgrounds. Replacement cost for the house alone, however, would be in excess of \$100,000.

The investment in actually getting the campground ready for business is very small, but the cost of providing the scenic background is high.

During the first season of business, the plan is to provide ample campsites in a small open glade in the woods. Each campsite will have adequate space, yet will be near a water tap and a facilities building containing toilets, wash basins, and showers. Hot and cold running water will be available. The ratio of water taps and of toilet and washing facilities is based on standards for State camps.

A pine-paneled guest house, complete with fireplace, kitchen, and bath, is available for guests who don't like to camp out but who would like to vacation here.

Swimming is available this season in the brackish water of the river, as are opportunities for guests to fish or dig clams along the 2,300-foot riverfront. As soon as possible, the stone-fenced pond near the house will be deepened enough for swimming. The dirt dug from it will be deposited inside the fence to provide a lawn on three sides of the pool. Sand will be brought in to make a beach on the fourth side. A pump will circulate the water in the pool. Also

included in the development plans for the water facilities is the conversion of a small river-island, now reached by stepping-stones over a marsh, into a swimming place with sand beach and a sandy bottom safe and comfortable for wading children. A small dock for three or four rowboats will be built.

The improvements involving movement of earth and fill will be carried out while heavy earth-moving equipment is on the property excavating sand and gravel for contractors. This program has been discussed with the contractors who will be working on this property to get materials for road and other construction in the area.

A large, stone barbecue pit near the residence is available for use by guests. Trails and paths also are ready for leisurely wanderings through the woods. A small barn is being converted into a recreation center where guests can gather in the evenings and on rainy days. A ping-pong table, TV, tables and chairs will be provided; soft drinks, coffee, and hot dogs will be sold. Also, an emergency grocery counter, stocked with bread, milk, potatoes, and other necessities, will be located in the barn so that people need not drive to town for them. Block ice for coolers and white gas for stoves will be sold also.

To attract and entertain child guests, the family has already acquired numerous small animals--3 lambs, 2 piglets, 4 geese, 2 ducks, a cat, and a dog. There also are many turtles on the grounds. A cow and 10 hens provide the family with milk and eggs.

In addition to the varied recreation facilities that are to be available on this site, deep-sea fishing boats are available nearby and numerous scenic or historically interesting places are close enough for afternoon or one-day trips from the campground. A new beach, owned and developed by the State, is only about 6 miles away. Several restaurants are located there and swimming pools are being built.

The owner pointed out that the potential number of campsites available will be limited only by the demand for them. The 60 acres of woodlands can provide hundreds of very desirable sites if they are properly planned. He intends to provide drinking water and toilet and shower facilities for the areas as rapidly as business requires. His water comes from wells. Sewage disposal is by septic field planned and laid out according to local regulations.

From their own camping experiences and observations, the owners said that they believe most campers are middle-income families with several children. In 10 years of camping experience, they have had no unpleasantness with other campers and nothing damaged or stolen. "Most people are more likely to come up and offer you something if they think you are short; there is a very strong fellowship among the camping fraternity," observed the operator.

EXAMPLE 12: A SUMMER CAMP FOR GIRLS

The evolution of an old-time, marginal, hill farm into a modern recreation resource is demonstrated by a summer camp for girls in western Virginia.

Now surrounded by the George Washington National Forest, this 400-acre summer camp was developed from lands of the Massanutten Mountain fringes that could no longer support farming activities as carried on by the early settlers.

Its modern story begins roughly 50 years ago in the friendship between a company doctor and an independent, hard-working, retiring farm family. As a gesture of trust and respect for the doctor friend, the last male heir willed the family farm to him with provision that an elderly sister be cared for. The doctor's family utilized the farmhouse as a summer home for roughly 15 years during the period the present owner (the doctor's daughter) was maturing and being educated. The story might have been different had she not become an educator and been active in the Girl Scout movement.

For several years prior to 1930 she was leader of a Girl Scout troop and took her troop camping on the family holding each summer. Many other girls not in the Scouting program begged to be included in the summer fun at the farm. Their pleas were effective and the camp was opened officially in 1932 with a complement of 19 young girls.

From 1932 to 1954, this camp was operated as a summer supplement to the owner's duties as an educator at a nearby college. It has been her major enterprise since retirement in 1954.

The camp's recreation program is open to girls from 6 to 18 years of age. Campers may register for 1 month or for all of the 2-month season. Separate programs are provided for different age groups: those 6 to 10 years old, those from 11 to 13, and an older group of girls. However, since camp spirit and personal adjustment are major aims of the camp program, some girls are allowed to fit in with the group in which they are happiest. Work and play, responsibility and relaxation, and learning and loafing are intermingled in a well-integrated camp schedule.

Each girl has a series of assigned tasks that may include at various times during the period table setting, helping in the dining room, acting as hostess, responsibility for raising and lowering the flag, policing up the grounds and recreation halls, and helping to welcome guests to the camp. Hiking, riding, swimming, arts and crafts, tennis, softball, volley ball, archery, woodlore, and other camping favorites are supervised by a large staff of experts, many of whom are teachers or college students in physical education or related interests. Camp-grown evening entertainment is in the charge of the campers and counselors. Often riotous backstage, as well as in front, these programs provide an outlet for artistic talents from buffoonery to opera. Group singing, operettas, orchestra, and choral programs under able directors add to the variety. Still other programs include classes in various forms of the dance, Indian lore and ceremonies, camp newspaper and (less popular with the girls) personal coaching or tutoring on school subjects in which their parents believe they need extra training.

A training program in camping administration is particularly beneficial to selected girls. Qualified

girls at least 16 years old, interested in camping, and willing to assist with the program, are eligible to become Senior Campers whose responsibilities are general but important. Qualified girls at least 17 years old may become Counselor's Aides with greater responsibilities and added privileges as campers. Junior Counselors usually are girls skilled in special activities, who work with the adult counselors in their specialties, work with the younger children, help with cabin and camp discipline and perform related duties. Several of the regular counselors were trained and developed during earlier years at this camp.

The camping program is open to any girl applicant whom the management feels will fit into the group and benefit from the activities. The facilities are made available to a church-sponsored high school conference for a week each year before the regular camp opens. The only expense to the group is for food services.

Most girls attending this camp live in Maryland, Virginia, and Washington, D. C. Most of them are from well-educated families, generally of the white collar class in government, industry, or trade. Their numbers often include girls from foreign countries.

Top capacity for the facilities is 150 girls; the optimum is in the neighborhood of 140 girls. About two-thirds of the girls enroll for the full 2-month program of July and August.

Camp fees are \$185 for 4 weeks or \$335 for the full 8-week season. A basic registration fee of \$15 is charged all girls accepted. The girls also pay for horseback riding in excess of stated amounts, for laundry, personal items, and special tutoring if it is provided. Although the camp carries liability insurance and has its own medical program, parents are encouraged to carry additional camper insurance costing about \$0.75 a week to cover possible expenses for hospitalization or medical needs unrelated to camp liability.

A large staff is required for the intensive and varied program. Between 35 to 40 counselors are employed to maintain a rough ratio of 1:3 or 1:4 girls. Two nurses, a dietitian and an assistant, 5 cooks and assistants, 5 stableboys, 4 workmen, and the manager keep the camp functioning properly.

From the nucleus of the original farmhouse, granary, and smokehouse, a sprawling camp has been built. It includes the house, 15 sleeping cabins, the kitchen and dining hall, the recreation hall, craft shop, 3 guest houses, the stable and corrals, the store and snack shop, the clinic, and 4 or 5 other buildings. Savings from salary, profits from the camp, and other private moneys were invested in the project.

Beginning with the original 96-acre tract inherited in 1911 or 1912 by her father and another 18 acres he purchased later, the present owner has added four more contiguous tracts since 1932. Approximately 400 acres from six separate ownerships have been combined into a debt-free enterprise worth roughly \$150,000. Most of the investment is in land and buildings. Camping facilities are kept consciously rustic and simple. A string of about 30 riding horses

is maintained for camper use, together with 6 to 8 jumpers and numerous ponies and pets. Stray dogs and cats gravitate to camp during the season and are supported sub rosa by the girls and the staff.

Since this property is an inholding, surrounded by a national forest, friction and conflicts of interest are possible. Relations, however, are reported to be excellent. The Forest Service permits the camp to utilize hiking and riding trails on national forest lands, provides materials for education displays to facilitate the camp's training program and also provides occasional staff specialists for lectures on forest and wildlife subjects. Additional services probably would be available if needed.

Land use on the camp complements the Forest Service program in many respects. The girls are trained in good forest manners, fires are prevented, wildlife is protected, timber growth is encouraged, and water is conserved by small dams on the headwaters of streams and by the permanent ground cover. If it were financially feasible, some of the old fields would be planted to desirable seedling tree species rather than allowed to reseed naturally in old-field pine. However, natural reseedling is progressing rapidly.

The only timber cut in recent years has been used to construct the buildings. Contract pulp cutting was tried on a small scale with unsatisfactory results. Limited numbers of timber trees probably will be marked by professional foresters for selective removal over the next few years.

Riding and hiking trails, together with a minimum of service roads, provide access to all parts of the property and tie into the surrounding county and State highway system and national forest trails. These are available if needed for fire control, wildlife management, or other desirable public purposes. Hunting and fishing are allowed in season by personal permit from the owner.

Some of the outlying fields are sufficiently level and fertile for crop production, but their isolation from operating farms makes their productive use uneconomic. The saddle horses are pastured on some areas when they are not in use at the camp. They are not kept at camp during the off-season.

The isolated position of this property causes difficulty during the off-season. Few people are willing to live in the back country, and it is difficult to hire dependable caretakers. Consequently, some thievery and vandalism occur around the buildings. Trespass and poaching also are unresolved ownership problems. Unscrupulous operators, for example, cut truckloads of Christmas trees from the outlying fields without benefit of permit, and hunters disregard the posted property lines.

An amusing sidelight to camp management problems was brought up. Apparently, relatively few youngsters become homesick. Parents homesick for their children create more disturbance and extra work than do the campers. A busy, active program during their waking hours and careful placement of counselors in each cabin of girls prevents the development of incipient camping problems. A certain amount of

youthful high spirits and pranks are to be expected among the older campers and the younger counselors. These are kept within bounds without shutting off the desired freedom and imagination represented by the camp spirit and program. On a few occasions, boys from the area have pulled nighttime pranks that caused minor uproars among the girl campers but no major incidents have developed.

Accidents and various kinds of illnesses are calculated risks from group activities. Counselors and nurses care for minor cases and local doctors or the hospital in a nearby city are utilized as needed.

Plans for the future expansion or further development are limited. The owner is elderly and feels that the present enrollment is optimum for management purposes. The acreage is sufficient to allow widespread outdoor activities, especially since national forest lands can be used for extended trips. Future owners might enlarge the facilities, or they might decide that certain values from camping would be sacrificed if the girl: land ratio was narrowed.

HUNTING AND FISHING ENTERPRISES

Some hunting or fishing facilities are small, rustic, economical, single-purpose, and utilitarian. Others may be small, exclusive, and expensive or large and open to the general public. The six examples of shooting clubs that follow, demonstrate a wide range of financial situations and of problems in management. One of them has fishing as a major complementary enterprise, two have stocked ponds for member enjoyment, and three are examples of single-purpose recreation activity.

A series of three fishing camps all from the same area was selected for the variety of services they provide. They range from a temporary, mobile operation to an expanding permanent enterprise. An example of an outfitting and guiding service was also selected for case study.

EXAMPLE 13: A LARGE HUNTING AND FISHING CLUB

The fruits of 30 years of planning and hard work by one man are represented by this hunting and fishing camp. The club is a privately owned corporation and caters to about 1,000 members, their families, and their invited guests.

The owner, trained for teaching, graduated from college in 1930. But he had an idea for reclaiming and utilizing some of the abandoned farms near the community in which he was raised. He began buying land and, except for three years of teaching, has spent nearly his full time in building and operating this hunting and fishing enterprise.

The club contains 2,050 acres in a single block built from 27 separate ownerships. A variety of wooded areas interspersed with open fields, streams, and steep lands provides cover for a wide range of

game. A 65-acre lake provides bass, blue gill, catfish, and trout fishing; 15 miles of the approximately 25 miles of streams on the property are stocked trout waters, and 6 spring-fed pools provide trout fishing alone.

Trout rearing is a major activity. It takes about 2 years to raise a 12- to 14-inch trout. About 100,000 are raised per year. A majority of these fish are sold on the premises; they may be fished or purchased for the same price. Occasional parties will hook and take trout worth several hundred dollars. Some of the reared trout also are sold to sportsmen's clubs, private pond owners, and others for stocking purposes. Fishing goes on the year around.

Since this is a licensed shooting preserve under West Virginia laws, records are kept of the number of ring-necked pheasants, mallard ducks, quail, and wild turkeys released and also of those shot during the 6-month hunting season. There is no bag limit on the birds raised. Contrary to the practice on many smaller shooting preserves, a floating stock of birds is kept out all the time. About 75-percent recovery was reported. Some of the rest mate and nest, some stray, some are crippled and die, and foxes and other animals kill others. A regular trap-line is operated to keep down the vermin population that preys on the birds.

Deer, squirrels, rabbits, and grouse are also to be found on this posted refuge. They may be hunted by club members during the State season and with the proper licenses and bag limits.

The land is managed for wildlife production. Mast is an important woodland product, and proper browse is more important to this operation than would be timber for pulp or sawlogs. In fact, standing timber is sold off in strips and patches as soon as it begins shading and killing off the brushy understory.

Hickory trees are saved for the nut crop, and adequate oaks are left for acorns. A small number of native chestnuts have survived the blight, and some of them are large enough to produce a few nuts. Den trees for squirrels, brush for rabbits, and berry-bearing plants are preserved as important adjuncts to good environmental conditions.

Some 150 acres of open meadow are maintained, and other fields are planted to buckwheat and corn for wild animal and bird feed. Corn shocks, shelled corn, and buckwheat are put out in strategic sites in winter. This practice reduces mortality, makes for greater reproduction, and prevents straying.

This attention to provision of ideal natural habitat is reflected in excellent hunting conditions and satisfied hunters. The record on deer hunting for the 1959 season was 71 hunters and 57 deer; the 1960 season record was 80 hunters and 46 deer. No record was available on the rabbits, squirrels, and grouse taken. From 4,000 to 5,000 birds--primarily pheasants and mallard ducks--are raised or purchased for release on the property. Turkeys and quail apparently are harder to hunt in this environment, and the demand for them is less intense.

Club members are predominately men but wives and children may come as guests. Few women hunt;

more are likely to fish. The membership is widespread throughout southwestern Pennsylvania, Ohio, Maryland, Washington, D. C., West Virginia, and New Jersey. Some members joined as a result of paid advertising but more probably came through "word of mouth." There is no single distinguishing type of clientele. Hunters are of all ages and all income brackets. Fishers include wives and children.

Some members have belonged to the club for 25 years. Others come and go. Among the fishermen, particularly, many of the members average four or five visits during the year. A few members fish for a while almost every weekend.

Fees charged are as follows: wild turkeys, \$10; quail, \$2.50; ducks, chukars, and ringnecks, \$4 each; trout, \$1.50 per pound; deer hunting permit, \$25 for the season (whether or not a deer is killed). A membership fee of \$15 entitles the member and accompanied guests to hunt or fish. Prices quoted include guides, use of dogs, cleaning of game, and transportation of hunters on the game preserve.

The owners take justifiable pride in their 30-year accident-free record. Part of the credit lies in hard and fast rules that must be obeyed: absolutely no drinking hunters and no wandering around loose in the woods. The owners praise the generally high level of sportsmanship displayed by the members and admit willingness to return the membership fee of anyone who will not obey the rules.

Forty miles of roads and trails cover the refuge. These are used for hunting, patrolling, trapping, moving machinery, feeding the game, removal of timber, and so on.

The owner, his son, and a neighbor are occupied full time by the operation. During the hunting season, 10 to 15 additional men are hired as needed for guides and drivers, and for other duties. The three men can handle about 15 hunters at a time on raised game but the proportion drops for wild game hunting. The three men also work at the fish ponds and, in a pinch, their wives help out.

This hunting and fishing enterprise has been the major business for several years. A lime quarry on the property is leased out and timber is sold on the stump. Plans for future expansion are indefinite; they depend upon the demand for facilities and on availability of cash for the improvements and carrying costs. Expansion of the bird enterprise would be easy. It would be more difficult and expensive for the trout-rearing enterprise.

Presently, no meals are served, and only three rustic cabins are available for overnight accommodations. The club members patronize hotels, motels, and restaurants of the region. Beside the guiding and driving services provided, the three men dress out the game (only gut the deer). Dogs are available if the hunters want them, and a few fishing poles are kept handy.

To see this layout on a quiet afternoon, one might not realize that it represents about half of a million dollars. About half is in real estate and the rest in the trout and game inventories. A less tangible investment is represented by the longtime, specialized

management training and the good will developed by the father and son.

Good will and being businesslike sometime require diplomacy or extreme firmness. It was mentioned, for example, that they must maintain the trust of the game wardens to protect themselves and their business. They make certain that the hunters know the law--and if game is killed illegally it must be reported and the consequences taken. They are firm about hunter trespass; only members may hunt on this property. Working relations must be maintained with game wardens in two States because the property line on the east is also the State line between West Virginia and Maryland. When crippled deer cross State lines where hunting seasons differ, mutual understanding and trust between the owners and the game wardens become singularly important.

Generally speaking, this operation appears to be about what the present operators can handle adequately. They can expand, however, if the recreation pressure warrants an increase in the future. Available capital for fish feed and a few major improvements would be the major limitation.

EXAMPLE 14: A SMALL SHOOTING PRESERVE

A small shooting preserve almost astride the Mason-Dixon Line, and about 2 hour's drive over good roads from either Baltimore or Washington, D. C., illustrates one way in which hunting pressures can be satisfied.

From October 15 to March 30, whenever the weather is satisfactory, this recreation enterprise is available to the public for a \$10 minimum daily fee with a guarantee of two birds. An additional charge of \$5 for cocks or \$3.50 for hens is made for any number of birds beyond the guarantee. Reservations are scheduled for only one party at a time and the owner personally guides each hunting party. Guests can use his dogs or bring their own as they wish. Present capacity is two hunting parties a day. Sunday hunting is not allowed by the owner.

Hunters can shoot in the preserve over a 5 1/2 to 6 month season, regardless of the State public hunting season, and no bag limit is imposed. A State or county hunting license is required by law. Non-resident hunters can get a special county shooting preserve license.

Probably 75 percent of the patrons in 1960-61 were from Baltimore and Washington, D. C., perhaps 20 percent were local hunters, and the rest were from scattered locations. The proportion from the local area formerly was greater, but unemployment and the generally tight local business situation in late 1960 sharply reduced the number of local hunters.

Men comprise about 95 percent of the patrons. Ordinarily they are of the "white collar" group, although a wide array of occupations is represented. Their ages range from elderly men downward to young adults. The owner has a hard and fast rule against guiding children on a hunt. He says: "It's bad

enough to have an occasional man carelessly point his shotgun in my direction. Kids and guns just are too dangerous."

At least 97 percent of the hunters are true sportsmen and gentlemen, although the operator has "encouraged a few individuals not to return." He does not allow use of liquor by hunters and has other practical rules of deportment for hunter safety.

Facilities are simple, and the cover is kept as natural as possible. The preserve is on a 425-acre dairy farm. About a third of the area is in woods, additional acreage is in wooded draws, watercourses, fence rows, and weed patches. Experimental plantings for additional cover and food, unsatisfactory so far, are being continued on a small scale.

This is a small operation. Although replacement birds were raised on the premises in earlier years, it is cheaper and simpler to buy the birds as needed from a nearby wholesaler. The birds are held in simple wire pens until a few hours before the hunters are due. They are then released in good cover over the hunting area. Hunting recovery averages about 70 percent. A few birds probably escape to other areas, but foxes catch injured birds that escape the hunters, as well as most of those missed in the day's gunning.

The shooting preserve seems to be satisfactory to the operator, the landowner, and the hunters. The operator has a small processing enterprise that requires a few hours of his time each morning. He is slightly handicapped by an injury that prevents steady, full employment. The preserve and his other enterprise complement each other in time required and the work is within his capacity. He leases the preserve from his brother, who is a full-time dairy farmer.

The hunting season usually occurs while the cattle are confined, and it is a simple matter to hunt in areas some distance from fields or meadows where the herd may be at other times.

The hunters can be sure that birds are available. They can come singly if they prefer to hunt alone; or they can make up parties for a more congenial outing. Many parties of four to six people have been accommodated. More than this number in a party adds to the danger of accident and detracts from individual enjoyment.

Plans for future expansion are indefinite. Work in local factories has been slack, Baltimore and Washington are too far away for most prospective hunters, and the operator's own future health are all factors. Birds are easily available from wholesale producers if hunter pressure increases.

Among major problems mentioned were the foxes that kill loose birds overnight and difficulties with trespassing hunters. Neither of these, however, was considered a serious limitation to future operation or expansion.

EXAMPLE 15: A HUNTING PRESERVE FOR BUSINESS EXECUTIVES

One private membership hunting club in the South

is having financial difficulties largely because of conditions outside its control. Most of its members represent industries that use the facilities for business entertainment. The recession and a general tightening of restrictions relative to tax-deductible business expenses have reduced member activity.

This club occupies more than 2,000 acres, of which approximately 20 percent is owned and 80 percent is leased. Roughly 600 acres are used for actual hunting purposes. The rest constitutes a buffer zone to protect the operation from poachers. The cover distribution is claimed to be ideal for excellent hunting. Various types of crops are planted in the open fields to provide feed and cover for the birds after they are released.

The owner had operated on a lease basis until 1959 when he bought control of the headquarters area. Investment in housing, several ponds, and other facilities has been a serious financial drain.

This club has been in operation for about 5 years. Quail, pheasant, chukar, and mallard duck hunting is provided during the regular 6-month season. Other game and fish may be taken during their respective legal seasons. In addition, the club offers three pigeon shoots during the 6 months of the year when preserve shooting is not allowed. These are well attended and reportedly very successful. They are open by invitation only.

Club membership is limited to corporations and single members. A permanent hunting permit costs individuals \$300 and corporations \$500. Annual dues are \$100 per individual and \$150 per corporation. An additional \$50 a year is charged each member for locker rent and storage. Excise taxes are added to these fees.

Membership is limited to 75 hunting licenses. Up to five officers of corporations, however, may sign the application and exercise membership privileges. Shooting rights and use of facilities are limited to members and their invited guests. About two-thirds of the memberships are held by corporations. Most of the guests at the club are men, although occasionally hunting parties are planned to include members' wives.

Members primarily represent large business interests of the region. Their guests come from most of the major business centers. The owner estimated that probably residents from 30 States patronize the facilities during a shooting season.

Members and guests spend about \$100 per day for room, board, and birds, although these costs can be reduced somewhat by limiting the numbers of birds actually shot. Room, meals, and incidentals cost \$20 per person per day. Guides cost \$8 per half-day or \$12 per day plus tips. Thirty bird dogs are maintained for use by the guests. For the use of two or more bird dogs, there is a charge of \$4 per day per hunting party. Guests are charged \$5 for each ringnecked pheasant, chukar, partridge, or mallard duck shot. A charge of \$2.50 is made for each quail killed. The fees for cleaning and packaging game are \$0.50 for large birds and \$0.25 for quail.

A tenant on the preserve cares for the birds and

dogs, guides parties, and does part of the cooking. His wife cooks, cleans the birds, and acts as maid in the lodge. From six to eight other men in the community are available as guides if they are needed.

Most of the hunting parties stay from 1 1/2 to 2 1/2 days. Most company representatives use the facilities several times during the season, but usually the guests are invited only once each year.

Approximately 15,000 birds are shot each season. None are raised on the place because of the risk of loss and also because a dependable supplier is not too far away. During each of the last two seasons, hunting was provided for between 350 and 400 hunters. Business has dropped off more than 30 percent this year largely because of the tight economic situation.

The three special invitational pigeon shoots held each summer have enabled this operator to stay in business. Another method used to minimize losses is the slaughter and sale of excess birds. For example, several hundred ducks were on hand at the end of the season. These were killed, frozen, and sold for \$1.50 per bird plus shipping charges.

Returns on the investment of about \$100,000 have been disappointing. This operator feels that he cannot advertise (except by word of mouth) because of the nature of his clientele. He needs the industrial type of member and fears that a tightening-up in the tax laws relative to business entertainment expenses will mean further curtailment in this activity.

Most of the operator's problems are financial. A change in the national economic picture and assurance that companies could continue to charge off this type of entertainment as legitimate expense would go far toward solving his problems. A minor complaint was voiced about the variety of complicated statistical reports required by State and Federal agencies. The owner's wife keeps a set of daily records, but an accountant is required to fill out the tax forms and other reports.

A plea was made also for changed dates in the 6-month hunting season. October (the first month) is not a good month in this area. March (the last month) is the best month of the six, and indications are that April would be good also. April, however, is closed season on quail because wild coveys begin mating and nesting, and the theory is that escaped released birds would nest also. According to this operator, this theory is not true, as pen-raised birds die from starvation rather than adapt to area conditions.

Plans for the future are indefinite. The operator would like to continue along present lines and increase his business. Much will depend upon whether industrial membership can be increased and whether the members will make more intensive use of the facilities.

EXAMPLE 16: A LIMITED MEMBERSHIP SHOOTING CLUB

A small club provides hunting and fishing benefits for a limited number of business and industrial executives. It is privately owned and is used by

members of the owner's immediate family in addition to being incorporated and having a limited number of paying members.

The main holding was acquired in 1956 in two separate purchases. One was a farm of about 700 acres owned and operated by the same family for at least three generations. The other, of about 80 acres, rounded out the tract. Hunting rights are leased on several adjoining ownerships totaling nearly 800 acres. Several small streams and ponds are stocked for fishing on a permit basis. About 30 acres of corn and 25 acres of milo and soybeans are grown in strips and patches over the fields to provide feed and cover for the quail and pheasants.

About 4,500 birds are needed annually for shooting under present membership arrangements. Roughly 500 of these are pheasants. A hatchery is operated to raise the shooting stock, although additional birds were bought last year because of high mortality caused by disease and feeding problems.

A kennel of more than a dozen dogs and pups provides animals for hunting and a surplus for training, breeding, or sale. Two riding horses owned by the resident manager are used for private riding. These animals comprise the livestock inventory.

Three levels of membership are available: individual at \$300 per year, individual family, at \$400, and corporation, at \$500. Club privileges are extended to guests of members for a \$15 grounds fee. A credit of \$100 from the membership fee can be applied against game killed.

The club provides guides and dogs for the hunting and will dress and box the game. It "guarantees opportunity to hunt" by providing ample birds and taking the sportsmen to them, but whether the base quota of 4 pheasants for \$20 or 8 quail for \$25 is bagged depends on hunter ability. Additional birds are killed at \$5 per pheasant and \$3 for quail.

Most members reside in small industrial cities within a 100-mile radius. Guests often are from distant cities since one of the functions of the club is to provide atmosphere for public relations in addition to executive-level employee recreation and personal relaxation. Members are of the managerial level, and expense is a minor consideration. Most members and their guests are true sportsmen--high caliber people who value opportunities to hunt under at least simulated good wild hunting conditions.

In addition to the pens and sheds needed for raising and holding the quail and pheasants and the dog kennels and runs, the property includes a clubhouse with five bedrooms, baths, a lounge, and serving quarters. A catering firm is hired to provide food and services when parties are entertained overnight. The caretaker lives in a small house on the grounds, and a small office building includes facilities for a small overflow of guests when needed.

Most of the hunting parties are scheduled for one day or for a half day. Often the parties hunt pheasants for half a day, then change to quail. Few hunters, even members, use the facilities more than once or twice a season. They are busy men and consequently value more highly the best possible hunting conditions.

The general rule is one or two hunters per guide, although occasionally three are allowed.

In addition to the resident manager, two men are employed fulltime and two others part-time. All of the men can guide if needed.

Plans for the future are uncertain because of the health of the present owner. Indications are that the present general arrangements will be continued. The club controls more land than it now uses, and it would be a simple matter to stock additional birds and hire additional guides. Because corporation use may increase next year, present plans are to double, approximately, the numbers of birds raised for shooting purposes.

No particular financial problems are involved. In the past, management was apparently lax about economy. Sanitation around the pens was lax and mortality rates were heavy. The breeding program for quality was neglected. Feed was wasted, and so on. These loopholes can be plugged if the owners so desire; the present manager has had long experience in this kind of operation and is interested in improving performance.

As with several other seasonal and specialized recreational enterprises studied, competent and dependable labor is hard to get and harder to keep. In this case, some of the men hired could use only certain dogs or were personally undependable and therefore of limited usefulness.

This enterprise probably will be continued at about its present member capacity, unless some of the members feel that an increase in use would be beneficial in their business relations.

EXAMPLE 17: A DEFUNCT SHOOTING PRESERVE

This 1,200-acre holding was formerly utilized as a shooting preserve by the owner. The operation was small, although it involved hatching and raising quail, as well as the actual operation of a shooting preserve. Most of the labor was provided by an elderly, semiretired man who was hired to maintain the property.

The owner's occupation required that he move to a city too far from the farm to allow close personal supervision. His experience with hired labor in the quail enterprise was unsatisfactory, and he did not want to increase his investment sufficiently to make it attractive for a lessee to take over. The hunting had been maintained largely as a hobby for the pleasure of a few friends and himself.

Some fields were placed in the Acreage Reserve Program, and several ponds have been constructed. Permission was granted for him to plant strips of cover and feed for quail on the reserved areas. However, these fields could not then be included in the hunting preserve. The owner still maintains an interest in improved feed and cover for both quail and pheasants, but he no longer operates his land as a shooting preserve.

The holding is used largely as grazing land and for a weekend retreat where the owner can relax, hunt, fish with selected friends.

The incubators, pens, and other facilities for rearing quail remain on the property, although they are deteriorating rapidly. Probably \$3,000 to \$4,000 of capital is thus involved. The owner has no plans for reopening the shooting preserve on his own initiative or for leasing it to other operators. His attitude is that the potential returns from the additional enterprise would not be sufficiently large to merit the additional trouble for him.

The holding, however, is well-located relative to hunter demand. It is sufficiently large and has adequate variations in cover conditions for a profitable hunting and fishing enterprise if an operator were interested.

EXAMPLE 18: A SMALL PUBLIC SHOOTING PRESERVE

A public shooting preserve in one of the southeastern States demonstrates other aspects of the hunting enterprise. The young couple in question is well on the way toward financial security and an enjoyable occupation after previously trying two other widely divergent occupations.

This preserve has operated for three seasons and has yet to experience a really good year. Development expenses are heavy, and bad luck has dogged the operations. The couple is narrowing the risks it will assume and concentrating on projects that pay.

Their preserve is located on a run-down 215-acre farm strategically located about midway between two fair-sized cities. Its terrain and cover distribution are ideal for a wide range of hunting conditions. Considerable time was spent in a study of preserve requirements and in search of the best available location before this farm was purchased. The supply of hunters to date has outstripped the supply of birds.

In this State, a key requirement before a preserve is licensed for an extended shooting period (October 1 to March 31) is a verified inventory of 4,000 quail for each area to be hunted over. For the regular season, only 300 birds per unit are required.

These levels are set, reportedly, because quail are the native game birds; pheasants and chukar do not increase in the wild in this area and mallards are migratory. Reports on operations are maintained and periodic inspections are made by the State wildlife regulatory agents.

During a normal season, probably about 3,000 birds should be shot from this preserve as it is presently organized. However, this level has not been reached. Diseases in the birds raised on the place and also in flocks of contractors, feeding problems, flight of mallards from the preserve, and a variety of other management problems have harassed the owners. Inability to provide adequate shooting has limited the numbers of hunters that could be accommodated.

Although the hatching and raising of game birds was reported as an enjoyable part of the operation, it was to be dropped because of the expense and time required. The efficiencies of scale and of specialization militate for a wholesale size of business in the breeding flock-hatchery operations, and the raising enterprise. The shooting-preserve operator who can find a dependable supplier of satisfactory birds usually can buy them at less than they would cost to raise and without the risk that disease or other disaster might wipe out the operating capital.

The farm is fortuitously divided about equally into 100-acre natural units. Hunting parties normally go out for the morning or the afternoon. Thus, if the demand is heavy, as many as four parties per day could be serviced on this preserve. However, the owners prefer to have only one party at a time and limit each party to three guns--for safety. Parties may include four or five, or possibly six, people but only three at a time may hunt. The rest must stay back out of the shooter's way.

Guides and trained dogs are available and are included in the minimum fee charges. One interesting quirk here is that the operators guarantee "a reasonable chance" at pheasants and chukar only if the hunter uses dogs from the preserve. They maintain that too many privately owned dogs are poorly trained and, in combination with only fair-to-middling gunners, too many birds are missed.

Quail, pheasant, chukar, and mallard hunting is provided on this preserve. Rates charged fluctuate because of variations in cost of production, percentage of kill, and other factors. The charge for ducks is \$5 per duck killed. For the other three, the \$25 daily minimum fee includes the "guarantee of a reasonable chance to kill" eight quail, four pheasants, or six chukar. If one wishes to shoot beyond these minimums the rates for each additional bird in 1961 were \$2 per quail, \$5 per pheasant, and \$3.50 per chukar. When operations are on an extended-season basis, the limit is 16 quail per day, with no limits on the other varieties of birds raised.

The birds killed are dressed out at \$0.25 for quail or \$0.50 for pheasants or chukar. The hunters can wait for the dressed birds or have them frozen for later delivery. An occasional guest is picked up at the airport or his hotel and driven to the preserve, although this is not a regular service. As with provision of lodging and food, these operators feel that other people are equipped to provide all that is needed.

Most patrons of this preserve are residents of the two adjoining urban areas. The rest of the hunters are friends of these patrons, and come from other areas. Extensive local advertising was practiced during the first two years. No advertising was done this year because birds were not available--all of the ducks flew away with a wild flock, a heavy percentage of the quail raised on the farm died from disease, and the wholesaler-producer also lost most of his birds.

Most of the hunters are from middle-to-high-income brackets, although some college students from nearby

schools come in small groups. Some fathers bring sons or husbands bring wives to teach them hunting methods. Very few women actually hunt. The only requirements for people who shoot on this preserve are a love of hunting and observance of customary safety practices.

The cropland on this reserve was idle for a few years. More recently, the tenant, who also acts as guide, has worked the allotment of about 3 acres of tobacco and 3.5 acres of cotton, and has grown a small acreage of sweet potatoes, 10 to 15 acres of corn for harvested feed, and scattered plots of soybeans, lespedeza, chick peas, and other seed plants for bird feed. The owner's growing children raise a few calves and hogs for both home consumption and sale. No domestic poultry can be kept because of the danger of spreading disease among the game birds.

A secondary enterprise that will grow eventually is the breeding, training, board, and sale of hunting dogs. One son has a start with English pointers. His parents have a small start with a relatively little known breed of Hungarian pointer called Vizsla, which they hope to expand.

The approximately \$2,000 of gross income from this preserve annually is not an adequate measure of its potential. Reasons beyond the owner's control have limited the number of birds available for shooting. The hunter market in this area is strong, and a considerable increase in scale of hunting is planned. The hatching and growing operations are to be abandoned, and all birds will be purchased from a reliable grower. Ducks and chukar probably will be dropped because they have been unsatisfactory in this area.

The tenant, who grows crops on shares and works on the preserve for wages as needed, is available for additional guiding. Both the owner and his wife guide when they are needed and plan toward the time when all three will be guiding. Their growing sons already care for the dogs and birds. They will help with the hunting as they mature.

Some study has been made of adding a small trap shoot in one area of the preserve. It would serve as a warm-up for stale hunters before they go out for live birds and would be used for practice and sport at other times.

EXAMPLE 19: A BOAT AND BAIT BUSINESS

Two young men operate on a large lake popular for almost year-round fishing. A houseboat, floated to a public access area and anchored close to shore, is their operating base for sale of bait, other supplies, and for motor and boat rentals.

This partnership began operation in November 1959 with their houseboat headquarters, 15 boats, 2 motors a few cane poles, and a small stock of supplies. They also sell fishing licenses and do a small amount of guiding.

They operate from 6 to 8 months, depending on weather. Usually, they move the houseboat about

twice a year as the kind of fishing changes. In 1960, a hurricane reduced the season appreciably and seriously affected their business. Their investment is roughly \$6,000 in boats, motors, the houseboat, and supplies. They charge \$2 per half-day or \$3 for a full day for boats, and \$5 per half-day or \$8.50 for a full day for boat and motor. A few people rent cane poles for \$0.25 cents a day. License sales in 1960 amounted to about \$1,000, which was relayed to the appropriate State agency.

The gross income from this small, 2-man enterprise was \$12,000 to \$13,000 in 1960. It appeared that the gross business would be appreciably larger in 1961. Access to the lake is hampered by dredging and diking operations for flood prevention and control. A limited number of access points are provided through or over the levees. Boat launching sites and boat facilities are at a premium.

Fishermen from all over the United States stop at this access point. The location is popular and on many weekends more than 100 cars or cars with boat trailers are parked there. The 4-place launching area is crowded on such days. During the major fishing season, probably 75 percent of the fishermen are from a radius of 100 miles. During the rest of the time, the proportion is about half local and half out-of-State, or State beyond the 100-mile radius.

Inquiry about requirements for permits or licenses showed that no regulation would prevent their operations so long as they created no public nuisance and did not endanger navigation.¹ The local Chamber of Commerce and the County Board of Commissioners sanctioned their enterprise and the flood control agency took no action to force their removal, although they were required to pull up several pilings used for moorings and substitute anchors. The pilings were considered as a possible danger to navigation.

Despite rather sharp objections from one nearby private competitor, these operators plan to continue their enterprise and expand operations with possibly 10 more boats and another two or three motors, depending upon the demand. There is some confusion about plans, regulations, and future business possibilities related to operation of privately owned facilities on this lake. The flood control agency has an easement for the levee and will supervise its maintenance; another agency will be responsible for maintenance and management; still other agencies regulate fishing, health standards, and so on; yet other agencies claim the lake and its bottom; and much of the access along the shoreline is private property.

These operators would like to acquire a permit or long-term lease that would allow them to invest roughly \$20,000 in a seawall, to protect a boat basin, and build a dock with a small restaurant and store on the pier. They believe the recreation trade will grow, and that they could afford the risks of periodic inundation if their contract covered a sufficiently long period. They have financing arrangements.

These young men live in a nearby small city and commute to the shore. They hope to increase their modest incomes through expanded and improved service. They like the work and the contacts made with

fishermen. They spoke highly of the people, and said very few visitors caused any problems. A very small amount of litter was scattered around and these men keep this picked up for the trash people to haul away periodically. They foresee a growing need for their kind of services as the number of access points declines on the lake and the prospective numbers of fishermen increase.

EXAMPLE 20: A FISHING CAMP AND RESORT

Three families make a living from a fishing camp on 4 acres lying on both sides of a highway where it crosses a river that empties into a large lake. The owner has received notice that his property is required for flood protection improvement works within a few months.

This operation was begun in 1947 and now consists of the dock bait store, a parking area for 40 house-trailers, 7 motel units, and one house, which together will accommodate about 50 people, 36 boats, about a dozen outboard motors, and supplies and stores inventories. The estimated valuation is \$85,000, although the public agency has offered only \$71,000 for it. No allowance was made for the business goodwill built up over the years.

Four men and two women are employed full-time. One of these men, in addition to work on the dock and around the living area, catches bait commercially. The men are hired occasionally to guide fishing parties. The business is open all year, although August through October is a relatively slack period. Gross income is in the range of \$45,000 to \$50,000 annually. Business dropped in 1960 because of a hurricane and continued high water. Prospects for 1961 are for about the same level of business as in 1960. The number of customers is down slightly.

About 75 percent of the customers at this camp come from a radius of 100 miles. Several elderly couples from northern States rent housing facilities from this operator for 4 to 6 months at a time and reserve space year after year. Also, some of the trailer owners have returned for several years. The operator is proud of his repeat trade.

The rates charged are \$35 per week for a motel unit (rates vary on a daily basis) and \$25 per month for trailer space and facilities. Boats are rented at \$2 a day, boats with 5 hp. motors for \$7 a day plus gas, and boats with 10 hp. motors rent for \$10 plus gas.

No plans for future operations had been made because of the unsettled legal status. Until recently, the owner had hoped to expand his boat landing facilities and increase the motel capacity. Arrangements

¹ Later discussion with the civilian engineer in charge of dredging and diking work disclosed that a series of recreation areas is planned for the completed projects and that a system of permits has been put into force. To date, however, most permits have been to local public agencies. Responsible private parties could acquire permits for activities not in conflict with the primary purpose of the works of improvement.

may possibly be made yet, but the operator is elderly and doubts that he will start over again.

If condemnation proceedings are pressed and the business is closed, several hundred sports fishermen will be inconvenienced. Five major fishing camps in this area face closure. This contingency will leave no facilities on this part of the lake. It is estimated that \$500,000 of business is generated by these camps and that an additional \$500,000 is spent by fishermen while they are in the local area. Confusion exists locally about the rights and opportunities of these private owners after the works of improvement are installed.

EXAMPLE 21: A GROWING FISHING RESORT

A privately owned fishing camp on a large inland lake provides recreation facilities and services for 20,000 to 25,000 people annually. The facilities are simple and utilitarian, but the services are ample.

This camp was originally developed in the mid-1930's shortly after a new highway provided access to this side of the lake. The present owner bought the 7-acre tract in January 1960. He has made extensive additions and improvements. Present facilities include five 2-room cabins, (three are air-conditioned), and two 1-room cabins; an office and residence cabin; a restaurant; a gas station; a 45-place dock and bait-house; a picnic area; and a small camping area. Beside the gas station is a small wire shed containing a display of 3 raccoons and 2 bobcats.

This facility is open all year and business is fairly stable. A slight bulge in business occurs in February, March, and April. Approximately two-thirds of the fishermen come from adjoining areas within a 100-mile radius. The rest are from widely scattered locations--the rest of the State, Ohio, Michigan, Pennsylvania, New Jersey, Illinois, Kentucky, and scattered other States, in that order. During 1960, about 8,200 guests stayed in the cabins (many of these people also used the fishing facilities) and 8,500 others visited the camp by the day to rent boats. Others used the trailer unloading ramp to get private boats into the water. No record of meals served at the restaurant was available, but business was good. The gas station is operated on a commission basis.

Present sleeping accommodation capacity is 32 adults in the cabins and 12 in the owner's home nearby. Dock facilities are available for 42 boats of up to 4-foot draft. Additional migrant craft can be fueled loaded and unloaded, and so on, from the dock. The restaurant can serve 300 to 400 meals per day with no difficulty.

Nine people are employed regularly in addition to the owner, who works part of the time, three cooks, three waitresses, one dock attendant, one gas station attendant, and one handyman.

Rental rates on the rather rustic and plain cabins are \$3 a day single and \$2.50 per person per day double. A discount of 1 day per week is allowed for rentals lasting 2 weeks or more. Tenants having

their own boats may launch them and use a covered slip at the dock free of charge.

Dock charges are \$0.50 per night or \$7.50 per month, with proportionate weekly and bi-weekly rates. The fee for use of the ramp is \$0.50. Boat rentals include the boat, motor, and gasoline. A large boat capable of seating six passengers rents for \$12.50 per day or \$7 per half day. Smaller boats rent for \$2 the first hour and \$1.25 for each additional hour, \$5 for a half day, or \$9 for a full day. Bait, tackle, and other commonly needed fishing supplies are sold at the dock by the attendant.

The small campsite is available for tent or trailer camping at \$1 per day for each site. If a trailer is hooked up to lights, water, and septic tank, the charge is \$1.50. Space is adequate for about six campsites. Two Boy Scout troops from nearby cities camp twice a year on the grounds free of charge. Other similar service or worthy groups would receive the same privilege if it were requested.

Trade has been reasonably good here and frequently facilities are fully utilized. Plans are underway to add a modern 15- to 20-unit motel and swimming pool in one corner of the property and to remodel or rebuild the restaurant. The motel will attract a more luxury-minded type of clientele for the resort phase of the business and may add appreciably to the service requirements for boats, supplies, and guide services. Several groups picnic or hold other day outings at the camp. A small open-air pavilion is planned to shelter these groups in case of rain. Considerable dredging has been done to deepen and widen the channel around the dock. Landscaping and seeding remains to be completed when the weather is favorable for it.

The 1960-61 business dropped about 25 percent below the comparable 1959-60 period. This is reflected in cabin rentals, boat rentals, and the restaurant (where 400 to 500 pounds of fish per week were sold in fish dinners compared with 700 to 800 pounds previously). A small part of the decline may be accounted for by an improved short-cut road to a nearby major city, although most of it reflects the smaller number of tourists this year.

This business seems to be financially sound and had no major problems. Perhaps the most aggravating, in addition to the long hours on duty required from key employees, was the poor quality and undependability of help. Many are seasonal drifters and roamers who do not accept responsibility and will not stay on a job for any length of time.

A problem of area-wide concern to recreationists on this lake results from a flood control program involving dikes and canals being installed by the Corps of Engineers. Several other fishing camps have been bought out recently in preparation for diking extensions. Access to the lake, already drastically limited, is being further reduced. The future for both public and private access to this very large body of water is of the first order of concern locally.

The question of the effect of the flood control program on water levels and fishing grounds is of major concern also. The feeling is strong that many

natural feeding areas will be destroyed along with the removal of access. The financial loss in this community, in consequence, might be severe. The loss of actual recreation opportunities may be appreciable if positive steps are not taken by the Corps of Engineers, the State, and local communities to provide adequate public parking spaces and public access points for boat launching, as well as shore fishing. In addition, adjustments are needed to permit private camp operations and maintenance of adequate habitat for fish propagation.

EXAMPLE 22: OUTFITTING AND GUIDING SERVICE

Several hundred private operators provide recreation opportunities for others by collecting the material needed, planning the trips, and conducting groups on sightseeing, hunting, fishing, or just plain fun trips into out-of-the-way places where the average person could not hope to go without help.

These trips, as a group, use practically every kind of motive power--foot, horse, boat, automobile or truck, or jeep, plane, or train--to reach wild and rugged areas uncluttered by the easier modes of twentieth century living and by masses of people.

The Montana Outfitters and Guides Association represents about 60 of the approximately 300 outfitters and guides licensed by the Montana Department of Fish and Game. Association members are essentially "horse outfits." Many of the others depend largely on jeeps or boats. In this respect, they may be compared roughly with examples 28, 29, and 30 (the river runners) and examples 46 and 47 (trail-riders and pack trips).

In nearly all instances, the Montana outfitters and guides operate from owned or leased headquarters but pack or guide onto public lands. Usually, these lands are in national forests or national parks and include wilderness and primitive areas. The operators have lodge or cabin facilities for first- and last-night lodging of both summer pack trips and hunting trips. The outfitter provides everything for these trips except items of a personal nature. In most instances, the guests provide their own sleeping bags, fishing and hunting equipment, and so on. Some outfitters, however, have a limited number of adequate sleeping bags. The outfitters provide all food and shelter, horses, saddles, wranglers, and other essentials for a safe and pleasant outing.

Many outfitters operate stock and dude or guest ranches in addition to their hunting and pack trip operations. Some of the smaller ones are family-type operations and employ as few as 3 or 4 men during the season, while the larger ones may have 35 employees at the peak of the season. During the off season, some operations have no employees, while others keep two or three men the year around. Those who are not livestock ranchers spend their winters improving ranch accommodations and facilities, repairing equipment, tending their horses and mules, and promoting business for the next season. Many of them make extensive annual booking trips, but some make

booking trips only every 2 or 3 years. A few have other employment during the off season. This is primarily because of the need to live in town for the schooling of their children.

The average summer pack trip party probably averages about 18 to 20 guests. Some special parties or groups may number as high as 50 or more guests. Some outfitters and guides who specialize in summer trips operate almost every day in the summer, handling 15 to 20 parties. A few operators have two and occasionally three pack strings in the mountains at all times. This type of operator will meet a party on the trail outbound from the ranch, take it into the mountains, return at the conclusion of that trip, pick up another party and repeat the process. The work schedule of one operator was so intense that, if nothing unforeseen happened, he would be at home 2 nights between June 5 and September 15, 1961.

The cost of summer pack trips varies somewhat because of size of party, length of stay, and type of trip. Generally speaking, a summer pack trip can be enjoyed at rates ranging from \$12 to \$20 per day, per person.

In most instances, hunting trips are based on a 10-day hunt for which the guest pays \$300 to \$400. Some outfitters will take hunters on a day-to-day basis, but they are a small minority. Most outfitters prefer to accommodate not more than 10 hunters in camp at the same time. The average probably is about eight men per camp. Most outfitters who specialize in hunting parties have about five or six trips per season, thus totaling an average of 40 to 50 hunters per season. Operators of summer pack trips, as well as of hunting parties, generally will guide for only four or five hunting trips. A few women enjoy hunting, but most of the hunters are men. In some instances, men bring their sons with them. In Montana, a boy must be 12 years of age before he can procure a license to hunt big game.

The guests, particularly those for summer pack trips, come from every State and many foreign countries. Both sexes are about equally represented on summer pack trips. Many children, usually above the age of six, accompany their parents. In most instances, the summer trips are not too strenuous. Comparatively short rides are made from ranch to first camp and thence from camp to camp. They are enjoyed by many elderly people as well. Just about anyone can afford a summer pack or hunting trip, and probably it is not possible to single out any distinctive employment or income levels. Those with more money for vacations may avail themselves of this type of leisure more frequently, but it would be difficult to establish a correlation.

An officer of the Montana association provided the following average figures on inventories and expenditures. The average plant facility, including present value of ranch, horses, equipment, accommodations, and so on, is worth about \$93,000. The average expenditure for the ranch and packing operation, which includes equipment replacement, food purchases, horse and mule feed, veterinary supplies and care, and so on, amounts to \$10,848 per year. The average

annual outlay for guest and packing operation personnel amounts only to \$5,909. Obviously, the range between operations is wide.

The outfitting and guiding business increased 10 to 12 percent in 1960 over 1959 for this area. Early 1961 was slow, but the tempo of confirmed reservations picked up in late spring, and by early summer, indications were for a volume of business roughly equal to that of 1960. The lag in reservations was attributed to the national economic slump and the recent change in national administration. Both factors were said to have created caution among people planning for future vacations.

The future generally appears to be favorable for such recreational services. Many of the operators are expanding and improving their facilities and accommodations, looking for additional ways to improve their services further, and trying to provide their guests with a greater variety of experience for optimum enjoyment of their vacations.

Promotion is somewhat of a problem. Most of the operators are not promoters. Word-of-mouth advertising and national magazine stories about pack trips, hunts, the scenery, or other experiences is valuable. Paid advertising is expensive; it is also difficult to determine where it will do the most good, as clients come from too many places, and their interests cover too broad an area of literature.

It was reported that the greatest problems facing outfitters probably are financing and promotion. There is no easy place for them to secure commercial, long term financing. Some of them secure the needed finances through individuals, while others use their livestock as security for commercial loans. Some are able to get short term money on personal notes.

One operator mentioned that: "There are really very few problems encountered with guests that good fishing and hunting won't cure." The inexperienced riders are given experienced horses and proper instruction, and are closely supervised. The outfitter is continually on the alert for littering and careless handling of matches. Most people would not willfully do anything to destroy the beauty of the area.

The two major problems encountered regarding use of public lands are trail maintenance and lack of feed. Many of the operators spend considerable time and money clearing and improving trails. This problem is discussed frequently with Forest Service personnel. Some areas are used heavily and, as a result, feed is scarce. Other areas have a heavy timber cover which is not conducive to an abundance of feed.

In recent years the so-called "scooters" have become a problem on some forest trails; imagine a pack string consisting of 50 or 60 horses coming face to face with a "scooter" on a narrow mountain trail--havoc reigns. Fortunately, however, many trails have been closed to scooters by the Forest Service.

One informant mentioned that:

"Many, perhaps too many, special interest groups --and we have been classed in this group by many --would 'whittle away' our wilderness and primitive areas. It is only the selfish and short-

sighted who are proposing reductions in these areas, but they have garnered considerable support from the uninformed. . . Wilderness and primitive areas should be established now and in such a manner that they will not be disturbed in the future." ¹

It was emphasized that wilderness and primitive areas provide watershed benefits that are becoming increasingly important to downstream users. Although Montana is not yet confronted with this problem, other areas, now faced with acute water shortages, at one time enjoyed ample clean water.

BEACHES AND BOATING FACILITIES

An amazing variety of sports is conducted over, on, and under the water. The examples chosen for this section illustrate the commonplace first and close with the less usual.

Sunny, sandy beaches sandwiched between shady areas for picnicking and clear waters for swimming are the escape areas used by millions of Americans on weekends and summer evenings. Two examples, both from the Central States, demonstrated differences in management of similar resources. A commercial beach on salt water provides certain contrasts.

These examples are followed by an example of a marina and a yacht club representing the sailing interests.

Next are three examples of an unusual type of wilderness recreation -- river running -- and an example of an unusual beach facility, a sand dune beach buggy.

EXAMPLE 23: A PRIVATE BEACH

This beach is a developed sandpit lake adjoining the Platte River in eastern Nebraska. It is located half-way between two large cities. Although the main attraction is its sand beach and natural swimming area, it also provides facilities for other forms of recreation. These include about 600 picnic tables and about two dozen boats. The boats can be rented for a small fee for use in the river and inlets that adjoin the swimming area. The river and inlets can also be used for fishing. A modern boathouse is provided without additional charge for those who use the beach. A combination restaurant and concession sells lunches, snacks, and beverages. Parking space for about 2,000 cars is provided on the property. However, the parking area is seldom used to capacity; it was not filled on any occasion in the last year.

The beach is now operated as a private club. As such, it can limit membership to people who are orderly. Hot-rodders are turned away, as are unruly or irresponsible members. Apparently, the club membership feature promotes orderliness in other

¹Personal correspondence with the authors, May 1961.

ways. The manager believes that users become more responsible and considerate in their use of facilities when they are asked to sign membership cards. Nonmembers who attempt to use the facilities are informed of alternative recreation facilities open to the public elsewhere.

Many families use the facilities. In fact, the beach is viewed as a "family place." The clientele is composed mainly of middle or lower income families from Omaha, Lincoln, and surrounding small towns. They may be characterized generally as those who do not have private swimming pools, those who do not belong to community pool associations, and those who may object to the way in which community pools are operated.

The beach is also used as a meeting place by employees of firms in Lincoln and Omaha. It is especially useful for the company gatherings of firms having offices in both cities. Some such company has used the facilities for 38 years.

As a third use, the beach is host to swimming schools. Swimming lessons sponsored by the American Red Cross are given on weekday mornings during the summer. About a dozen small towns in the vicinity send their youngsters here for this activity.

The beach has about 40 acres of water and 20 acres of land. The property abuts Highway 6 on the north. This heavily traveled highway connects Omaha and Lincoln. The property adjoins the Platte River on the west for a distance of 1,400 feet. The rest of the property is surrounded by private land holdings.

One adjacent landowner is planning to build cottages around an abandoned sandpit. The owner spoke favorably of that development. He viewed the neighboring development as complimentary rather than competitive.

The 60 acres were originally leased from a sand company. The tract was held in that way for a short time before 1923 when it was purchased by the present owner for \$25 an acre. Considerable work was required to clear the property and make it useful for recreation. Substantial work and materials also went into construction of improvements.

The owner formed a holding company to operate under. He chose this form of ownership in order to limit the liability resulting from lawsuits by users. Apparently, there were many threatened lawsuits in the early days of operation when the facilities were open to public use. Now that the beach is operated as a club, the number of threatened suits has decreased.

At all times during the swimming season, a doctor is available on 5-minute call. In addition, the beach has a substantial investment in lifesaving and resuscitative equipment. Despite these precautions, the owner believes that limiting liability is a necessary precaution.

The swimming season lasts for about 12 weeks. The approximate season is from Memorial Day to Labor Day. As a rule of thumb, the beach is closed when the attendance does not support a lifeguard.

The length of stay is one day. Overnight use is prohibited. Experience in earlier years indicated

that overnight use, especially for beach parties, is accompanied by substantial destruction of property. Picnic tables are a tempting source of firewood during a chilly summer night.

Most users make repeat visits to this beach. Very few are one-time or transient users for either summer or off-season activities.

Although the swimming season lasts only 3 months, the recreation area is open during the year. A clubhouse is available to members for steak fries, parties and related meetings. Off-season use of the club has gained in popularity in the last year. A catering service is provided for these parties. From October 1 to May 1, members may bring in other acceptable people as guests.

The owner does not plan to expand the facilities. However, he will install a locker service for the bathhouse during the coming year and has plans for some remodeling to make the facilities even more sanitary.

Existing facilities are used at less than capacity. According to the owner, summer use has become static. This use provides the major share of the revenue. In earlier years, when the doors were open to all, attendance often approached 5,000 people on a summer Sunday. Now, a corresponding Sunday shows an attendance of 2,000 or less.

The owner believes that this reduction in attendance has resulted from two factors. One is the nature of the present operation. The second is competition from beach substitutes. The beach is not advertised, because it is operated as a club. The owner believes that this decreases the attendance. Also, the manager turns away people who might have been allowed to use the facilities if an open-door policy were followed.

Several substitute forms of recreation were cited as possible causes for reduction in attendance. They are (1) air conditioning in the home, (2) entertainment in the home from television, (3) private, community, and public swimming pools, and (4) the economic ability of families to go to elaborate lake and resort areas.

Off-season use has increased, although net revenue has increased very little. The owner attributes any increase in use to his very capable manager. He visualizes no immediate solution to continued operation of the facilities at less than capacity.

The membership fee of \$7.50 per person, or \$15 per family, is charged for annual memberships. A daily membership can be purchased for \$0.50. No fee is required for children under 12 when they are accompanied by an adult member of the club.

The estimated investment in facilities of roughly \$50,000 is probably conservative since improvements include a clubhouse, a bathhouse, two residences, picnic tables, boats, outdoor cookers, a lighting system, resuscitative equipment, 2 miles of roads, an elaborate entrance, parking facilities, and a warehouse for storing equipment.

The gross annual income from the facility is \$20,000. Together, the annual operating expenses and the capital depreciation total \$25,000. The operator has a helper and three to six lifeguards in summer.

In addition, the beach pays the salary of a deputy sheriff who is assigned to duty there during the summer.

EXAMPLE 24: A COMMERCIAL PUBLIC FRESH WATER BEACH

A commercial recreation area developed around two sandpit lakes is located near a large midwestern city. Its major attractions are the sandy beach and fresh water swimming. Other facilities available are picnic tables, fireplaces; rowboats, surfboards, and bicycles for rent; trampolines; weightlifting sets; gymnastic sets; volleyball and shuffleboard courts; and mechanical horses for children.

A large bathhouse and a concession stand also are available for patrons. The concession stand sells food, swimming apparel, snacks, and some groceries for making picnic lunches.

These sandpit lakes are 12 miles south of the large city, 7 miles north of a secondary urban area, and within a short distance of a large military establishment.

This recreational development is open to the public without discrimination. In recent years, a season pass for a family has cost about \$15, with admission about \$0.75 for adults and about \$0.25 for children.

Most people who use the facilities are from the metropolitan area. They are generally families from the middle and lower income groups. Military personnel comprise most of the remaining regular groups of users.

The property contains about 25 acres. It has two lakes which total about 10 acres. The remaining beach area is covered with sand and spotted with shade trees. A medium-sized river flows along the north side of the property. The east end of the property is adjoined by private land that is a rough mixture of trees, sand, rockpiles, and abandoned sandpits. The property adjoining the beach on the south is also privately owned. A major highway abuts the property on the west, and brings the users to the beach entrance.

The capacity of the facilities is in excess of 2,500 people per day. On weekdays, patrons can use the facilities from 1 p.m. to 11 p.m. On Saturdays and Sundays, they can enter as early as 9 a.m. The season extends from just before Memorial Day to the end of the Labor Day weekend. No off-season activities are offered.

The facilities are owned and managed by a single family, but most of the labor used in the operation is hired. The number of personnel employed per day varies considerably from weekdays to weekends. A weekday might require three lifeguards, two gate attendants, three or four workers for the concession stand, and three helpers to pick up bottles and paper wrappers. On a busy Saturday or Sunday, the number of attendants required for each activity might be doubled.

The person interviewed (an employee) did not know of any serious problems associated with the manage-

ment or operation of the beach. He believed that the operation was a profitable one. He felt that the clean appearance of the facilities was particularly attractive to patrons. He considered rowdyism a minor problem.

EXAMPLE 25: A COMMERCIAL SALT WATER BEACH

Six similar but slightly different commercially operated beaches are located within a small area along Chesapeake Bay. Three sell beer; three do not. The first three cater to business parties; the others are frequently hosts to church-sponsored picnics and parties.

The beach studied in this example is one of those selling beer. It was the second of the six beaches to be established and is family-operated, although a legal partnership.

This recreation enterprise operates on 60 acres used for two large picnic areas; a children's playground; a ballfield for older children and adults; a large parking area; and a large building housing a restaurant, a shop for beach necessities, a bar, and approximately 100 picnic tables. The outside picnic areas contain 750 more tables. The beach itself is approximately 300 feet long and normally (between high and low tides) is 15 to 20 feet wide.

Fees of \$0.50 for adults and \$0.25 for children 6 to 12 years old cover parking, swimming, use of picnic tables, and admission to the bathhouses.

A majority of the people using this beach are family groups of average incomes. Few teenagers come here "because there are no dances or amusements for them." The owner-manager implied that no amusements would be provided and that teenagers are a nuisance around such recreation places. Most of the visitors are from a nearby metropolitan area; only about 1 percent comes from local villages.

Business usually is brisk every weekend that the weather is good. At best, however, the season is only about 10 or 11 weeks long. Cool, rainy summers shorten the season drastically. The beach is open for business from 8 a.m. to 9 p.m. The average stay is about 5 or 6 hours.

Although most of the customers are family groups using their own automobiles, a considerable number are members of organizations and use chartered buses. Many families come every week. "On weekdays, the wife brings the kids; on weekends, it's the whole family," according to the manager. Some families have been coming to this beach since it was opened in 1933. In addition to the family trade, a great deal of business is with organized groups.

Surprisingly, the beach does quite well during times when its patrons are not financially well off. The manager reasoned that "generally, when money is tighter, people don't travel so far and commercial beaches do well."

This property is valued at about \$375,000. The owners want to sell if they can get a reasonable price. Their reasons for wanting to quit the business include the long and arduous days of work during the

season and the rising costs of doing business.

This recreation enterprise was begun almost 30 years ago with the purchase of three vacant lots. It was so successful that, several years later, three private homes nearby were acquired in order to enlarge the site. Within the last 10 years, \$25,000 has been spent for jetties to protect this bit of beach and upkeep costs are \$1,000 to \$1,500 annually. Just before the interviewer arrived, the owners had hauled in 40 truckloads of dirt to use in their private trash dump and paid \$200 to have a bulldozer level it.

These operators maintain that their taxes are too high and the services received too small in comparison. They cited as an example the badly rutted and very rough road that passes their gate. It is only packed gravel—tarred, then cindered. It has never been in acceptable condition for the traffic load it bears.

Real estate taxes on this property are more than \$1,500 each year. Insurance for employees and public liability costs \$1,600 a year, and fire and theft insurance costs another \$600. There are also beer and food taxes and licenses, including a license for the jukebox. This year the county has added a new tax of \$50, for having a radio, television set, or a jukebox on the premises. The operator mentioned more than a dozen special licenses and taxes he is required to pay before he can operate a public beach.

Other expenses also are high. General maintenance runs to more than \$3,000 a year, despite the fact that nearly all work is done by the family or their one year-round maintenance man.

The chief complaint, however, is with the State Department of Health whose rules, regulations, and practices they believe to be too stringent.

EXAMPLE 26: A SAILING SCHOOL AND BOAT-RENTAL SERVICE

Many yacht clubs provide sailing lessons for children of club members; other young people learn from parents or friends; still others join college or other clubs to learn the art of sailing and to be able to practice it without having to bear the expense of boat ownership. However, many other people who haven't such opportunities to learn to sail are interested in this pastime; their only recourse is commercial instruction. Private lessons are sometimes available where sailboats are rented. Too frequently, however, these lessons are almost prohibitively expensive. Also, they are inadequate.

A novel sailing school was developed during the last decade in a New England town noted for its harbor and famed for years as the home port of sailing men. This school was developed as an important adjunct to the primary business of sailboat rentals.

Most of the sailing instruction so far has been for boys of about 8 to 16 years old. However, a substantial backlog of support is provided by arrangements for scheduled courses with a nearby private junior

college for girls. Last spring, 160 students registered for sailing lessons. The course ran for 7 weeks, with one weekly 2-hour class. The first 4 hours were spent in shore school, which included instruction in nomenclature, knot-tying, types of rigging, "rules of the road," and water safety.

A junior sailing program was being instituted in the summer of 1961. It was to consist of 18 hours of instruction in 3-hour classes held once a week for 6 weeks. The first two sessions were to be in shore school; the rest in boats. First used by the juniors would be the 12-foot catboats, followed later by instruction in the 15 1/2-foot sloops. If the number of applicants was large enough, the school was to have junior classes 5 days a week throughout the summer.

In addition to the sailing classes mentioned above, private lessons are given adults by appointment. Most of them are held in the evenings from 6 to 8 p.m. Although many people learn the rudiments of sailing quickly, some pupils have been taking lessons once a week for three or four summers. Despite the fact that the demand for boats is greatest on weekends, this teacher-operator is so vitally interested in sailing that he provides boats free of charge on Thursday evenings and Saturday mornings for the local Mariner Girl Scouts' sailing program.

A boat-rental service has been operated on this site since 1936; the present owner has had it since 1951. The business is privately owned, but plans are underway to incorporate. There is no local competition in sailboat rentals and the only competition (if it can be so called) for sailing instructions is that given by youngsters to other youngsters. Only rowboats are rented out by other local boating firms. Other facilities, such as the adjacent yacht yard, are complimentary.

Rental fees for sailboats are complex, but reasonable. Weekend prices for the least expensive and also for the most expensive ones are shown below:

	1st hour	2nd hour	AM	PM	Day	Week	Mo.
12' boat (can carry 2 people)	\$2.00	\$1.00	\$3	\$6	\$9	\$25	\$75
20' boat (6 people)	\$7.00	\$3.50	\$12	\$20	\$30	\$105	\$315

Straight hourly rates are charged after 6 p.m. A discount of 10 percent from the above rates is made for weekday use. Private sailing lessons are \$2 per hour, plus rental of the boat.

Clients who rent the sailboats range from 8 to 70 years in age. College students predominate in spring and fall. Most clients are of the middle-income bracket and many of the adults are professional men. A number of doctors arrange to spend Wednesday afternoons on sailboats rented from this recreation enterprise. Most summertime clients are from the metropolitan Boston area, and many have been coming to this operator for boats all season, each season for the last 10 years. One man rents a boat every Wednesday and Saturday during the summer; several boats are on seasonal rental.

In addition to sailboat rental, sailing school, and private sailing lessons, this operator runs a towing service and a water taxi service for taking boat-owners to their boats moored in the harbor. He also sells marine gas and oil, small marine stores, and marine insurance. In winter, he has a small-boat storage service. Recently, automobile rentals have been added to the list of endeavors.

Looking to the future growth of interest in the already booming boat business, this enterprising young man--who obviously likes both sailboats and people--is planning to buy more boats for use in this location. He also hopes to expand his business to include establishing lease-rental boat agencies in several other areas where the season is longer. During the winters he works on his boats and sometimes delivers yachts to distant yachting centers for the owners. Some way to improve his off-season income situation is one problem confronting this operator.

In 1961, this operator's sailing fleet consisted of 23 boats then valued at about \$20,000. They range in size from six 12-foot boats suitable for two people to five 20-foot ones capable of carrying six people. A 21 foot launch is used as a water taxi and an 18-foot craft with outboard motor is used as a workboat and standby water taxi.

Ten years ago, this man started out with three small boats of his own; all others were leased. In 1961, he bought 14 of the formerly leased boats and 5 new 20-foot ones. Previously, he had used several International 210's (29-foot sailboats), but these were replaced by locally built 20-footers because boats up to 20 feet long are included in homeowner's liability insurance carried by many clients.

This school and rental enterprise is operating on leased land. The land and the floating dock are owned by the adjacent yacht yard--which is allowed to continue certain uses of the leased property. The land area is very small--16 feet along the waterfront and about 75 feet long. The floating dock, on which the small boats are stored when not actually in use, also is 16 by 75 feet. Ten to 15 small boats can be tied to the dock temporarily. Larger boats are moored nearby.

The small leased area, with a very small office building on it, and the adjacent floating dock are valued at about \$50,000. The operator owns a storage yard, large shed, and workshop uptown on 12,500 square feet of land; the property is valued at about \$4,000. Although this tract is in the center of town, it is considerably cheaper for storage space and work area than any adequately sized waterfront property would be.

This operator feels that he has no major problems. Litter, both in the boats and on the dock, is a nuisance to be dealt with, and there is a small amount of vandalism at night when no one is on duty.

His most serious problem concerns unqualified sailing clients renting boats. They hit other boats, thus causing considerable expense and irritation. The boat owner is liable for damages under the law, but this owner tries to get the boat renter to accept

responsibility for damages. Frequently, the damage done is too small to warrant legal action. Each new client quickly establishes whether he has at least rudimentary knowledge of sailing--he is given the sails and must rig his own boat.

Almost any adult is permitted to rent a "Water Bug," a relatively indestructible boat. Small boats are restricted to the harbor; larger ones may be sailed anywhere.

Expansion of business income is necessary for this operator. His ideas for expansion were mentioned previously. However, he stated that it is very difficult to get money for expansion. Five years of work and saving were required before he could take over the used boats he now has and get the new ones. Even this progress was possible only because the local banker is familiar with both the operator and his work, and was willing to support a secured loan and a second mortgage for him. He believes that this type of business can grow only if loans are made easier to get and easier to refinance.

EXAMPLE 27: A YACHT CLUB

One of America's older yacht clubs is located in a historically important, small city. This club's site on a deep-water creek is protected, yet a yachtman's paradise--Chesapeake Bay--is within a few minute's sailing time, and a number of rivers in the area offer interesting alternatives for one-day cruises.

Use of the club's facilities is restricted to members. However, reciprocal privileges are extended to members of other Corinthian (non-public) clubs. Families of active members have privileges at the member's consent, but usually they are in the building only when the member is there or while waiting for him to return from sailing.

Active club membership is restricted to 1,000 men. Approximately 125 others are absentee members. Voting membership is restricted to those members who live within 10 miles of the clubhouse--50 percent of the members live within this radius. Another 40 percent live within 10 to 30 miles of the club. The remaining 10 percent are scattered all over the world.

The prime factor used in considering a person for membership is his character. Almost half of the members are employees of city, State, or Federal Government and earn less than \$10,000 annually. The other half is business executives. Fees are moderate. The initiation fee is \$150 plus tax, and the annual dues are \$100 plus tax.

A major activity of the club is the instruction of young would-be sailors. Membership in the junior fleet is restricted to 100 boys, who are accepted only between the ages of 16 and 18 in order that they may be in the club for at least 3 full years before moving up to senior membership. There is always a waiting list. All facilities of the club, except the bar, are available to the juniors.

The junior members have their own officers and membership committee. They pay dues into their

own junior-program treasury for dances, picnics, and shore parties. Professional instruction for members of the junior fleet begins indoors in April and lasts until school closes in June. Instruction then moves outdoors and into the eight Penguins, which were bought by the yacht club. These are 11-foot, cat-rigged boats--relatively safe, suitable for instructional purposes, but still sufficiently responsive to satisfy more experienced sailors. Cruises upriver are made under the guidance of senior members who accompany the flotilla in a patrol boat.

Members of the yacht club participate in a variety of events each year. Sailing activities include three scheduled racing series: the Spring Series; the Annual Regatta, held on the Fourth of July; and the Fall Series. Biennial ocean races are held in cooperation with two other groups. The motorboat division holds three weekend cruises and beach parties each year--one each in July, August, and September.

This yacht club began operations in 1886, was incorporated in 1888, and was reorganized in 1938 under its present name. The club owns less than an acre of land. However, its small site is less important than is its proximity to deep water. The club maintains a clubhouse and 20 slips.

Complementary and supplementary facilities are provided by an unusual corporation. This corporation's stock may be held only by the yacht club's members in good standing, and, upon the death of a stockholder, the stock must be returned to the club treasury to be auctioned off to another member. A total of 370 shares has been issued, 20 of which are owned by the yacht club. No one person may own more than 20 shares.

This associated corporation has 2 1/2 acres of land--two of which are in an automobile parking area. The company also provides slips for tying up 109 boats. An interesting sidelight is that the club's small-boat hoist (for boats up to 1 ton) is located on the yacht-basin-company's land.

The clubhouse is open all year. In addition to its use by members, an average of 5,000 guests register each year. These visitors arrive on large or small boats and sometimes even overland.

Plans for the future include razing the present clubhouse and constructing a modern building that will take full advantage of the view offered from the site. Additional slips will be constructed later. The new building, when equipped, will cost approximately \$700,000. The land is valued at about \$22,000.

The manager of the club stated that there are no real management problems. The club's permanent staff is 18 people; in summer, it is supplemented as necessary. There are no employee problems. The present staff includes men who have been with the club for as long as 25 years. Summer supplementary helpers are recruited through the permanent employees are usually are their relatives or friends. It is obvious that the skillful manager is a major reason for the absence of personnel problems at this club.

EXAMPLE 28: EXPLORATION BY RIVERBOAT

A man with a natural curiosity about history emigrated to the Intermountain Region more than 30 years ago as a young man. He spent his spare time studying Indian lore, gathering information about isolated cliff dwellings, getting acquainted with the local residents (Indian and white) in the isolated areas, and began running the rivers with an old-time river man.

Friends asked to go along on some of these exploration trips. He figured the expenses and took them along at cost. The present expeditions are an outgrowth of these experiences and still are conducted more for the operator's personal satisfaction than for profit. He has regular employment and chooses to spend his vacations in this way. He stated with a smile that he gets his recreation in a way he thoroughly enjoys and still breaks even.

About seven or eight trips are conducted during the summer season on the Green, Colorado, San Juan, and Yampa Rivers. Trips average about a week, and about 80 percent of the passengers during the year are Boy Scouts. This individual spends much of his spare time and effort supporting the scouting program. He believes that this work is one way in which he can make his contribution to society.

About 400 guests take river trips under this man's supervision each year. Parties average between 30 and 40 guests. The largest group conducted at one time was 122 people. The fare for Boy Scouts is \$55 per week. Local Scout Troops frequently raise funds for their trips through door-to-door sale of a locally prepared product made available to them at no cost in furtherance of the project. Adults are charged \$65 for the same trip.

Most of the adults who go on these trips are local people. Practically no advertising is done, although many lectures are made by the operator to local religious groups, Boy Scout meetings, and other groups.

Family groups, mothers with children, fathers with children, and single persons go on these trips. The youngest person taken so far was a 6-year old girl with her parents and the oldest was a 77-year old man.

Swimming is a common pastime. Catfishing usually is good, but not many people fish. Most of them are interested in exploration, photography, or simply in getting out of doors.

The inventory of equipment amassed for this river-running activity includes 22 large rubber boats, 14 boats of 11-man capacity, 7 canoes, 8 motors, life jackets for each party, tools, and miscellaneous items worth between \$12,000 and \$15,000. The operator provides the food, cooking utensils, and gasoline. Transportation of groups is by chartered bus (this item alone costs approximately half of the budget of trips). Guests must supply their own sleeping bags and other personal items. The operator carries trip insurance to cover personal liability.

At least one boatman accompanies each boat. Most of these men contribute their time. Many are former Boy Scouts who had made these trips in previous years.

They are now employed in the area and assume these responsibilities as part of their vacation and recreation activity. Most were trained by this operator. Each trip also has a doctor in attendance. Usually, the doctors are interns at local hospitals who welcome the opportunity for a free vacation trip as well as the possibility for medical practice.

This operator has made friends with certain Indians and is trying to develop an experimental program whereby the local residents meet the parties, guide them around the area, produce ceremonial dances, and explain tribal life. Apparently, the efforts have met with reasonably satisfactory cooperation. The more progressive Indians recognize the need for progress and new local enterprises.

No difficulties with the guests were reported. The operator maintained that these people are the very best kind and are ladies and gentlemen of the first order, who recognize the need for discipline and want to preserve the quality of natural scenery.

Governmental officials are generally cooperative. Most regulations are heeded. The checking in and out required on bad stretches of river is a safety precaution, as are the permits and inspections.

Concern was expressed about the effect of damming the Colorado and the possibility that parties, such as this man conducts, may be ruled off the river when the impoundment is completed. Desecration of pictographs by recent travelers--including research personnel--and destruction of remaining cliff dwelling sites by selfish people was of considerable concern to this individual, whose major interest is preservation of the old West for enjoyment by future travelers.

Favorable mention was made of a new Park Service policy which encourages people to throw their garbage in the river in these dry areas. The reasoning is that the river will destroy glass and tin cans or cover them up and the paper and food remnants will disintegrate.

This operator would like to expand the outdoor recreation enterprise to a full-time occupation if conditions become favorable. He would run the rivers in season (summer--depending on water levels in the rivers), take pack trips into the mountains, guide hunters during the fall, and make extended lecture tours to popularize the West and its rivers as recreation resources and build up the trade. He is concerned about the rules and regulations that would apply to a larger, commercialized enterprise, the probable destruction of desirable recreation sites in the near future, and the problems involved in financing. The tone of his trips would probably need to change away from the colorful and easy-going methods used now, if creditors and possible business partners were to be satisfied financially.

EXAMPLE 29: AN INFORMAL RIVER-RUNNING PARTNERSHIP

Almost 25 years ago, a young geology student took trip with an old-time "river runner." This ex-

perience marked the beginning of a lifetime avocation. He and another devotee have operated a small informal partnership for the last 15 years guiding small parties along scenic stretches of the Snake and Salmon Rivers in Idaho and parts of the Green, Yampa, San Juan, and other tributaries of the Colorado including the Grand Canyon of the Lower Colorado. The five trips in 1960 included two on the Green, two through Grand Canyon, and one through Glen Canyon.

From 6 to 10 trips usually are conducted each year, depending upon the number of clients, water conditions, and other factors. The season ranges from mid-April to July or August, depending upon the areas to be visited. Low water in late summer tends to end the season in August.

Charges for the trips vary from the shorter 3-day ones at \$75 per person to those of 9 days for about \$400. The fees include transportation from the headquarters city to embarkation point, food, and transport back to the beginning. The boats are privately owned by the boatmen and will carry a maximum of two guests per boat beside the boatman. Each boat must be licensed to be used on "any boatable waters" in the State. Additional required or advisable equipment includes outboard motors (with at least one spare for each expedition), lifejackets, fire extinguisher, cooking gear, essential tools, and other items depending upon the type of river situation to be covered.

Fees charged are relatively low and operating costs are high. (At one refueling point, gasoline must be packed in--it costs \$2 per gallon.) Both the managing partners and the cooperating boatmen consider their river-running activities as a "paid hobby." All have regular incomes and welcome the opportunity to get out into the wild country.

All of these boatmen are members of the Western River Guides Association, an organization developed to promote safe practices in swift water and cleanliness on river banks where parties camp, and to work for a better understanding of this phase of recreation. The Association has between 25 and 30 members.

Guests on the river expeditions generally are white-collar workers and executives, both men and women, who want to get away from urban ways and vacation in exciting surroundings. They come from widely scattered locations and frequently return year after year for trips through other portions of the rivers. Most are experienced outdoor people and cause no management difficulties. These operators work with local Boy Scout troops and almost yearly escort troop outings on parts of the river where danger is not too great for the experience of the boys.

No particular problems occur in dealing with public officials. The National Park Service requires permits for boats to run certain stretches of river under its management. Its application forms call for information about the number of boats in the expedition, the type of boat, experience of boatmen, itinerary, safety equipment, and other data to assure passenger safety before permits are granted. It also has check points where parties must report in at the beginning of the trip and out again at its conclusion. This operator thought some requirements were of minor value but

agreed with the general principle of protecting the safety of people.

Although the volume of activity by this group has been about the same for several years, its river operations probably will be decreased when the Glen Canyon impoundment is completed. This very scenic and interesting canyon will be flooded by the impoundment and water released through the Grand Canyon will leave water levels too low for the type of boats the group uses. Rubber rafts probably can continue to run this part of the river.

EXAMPLE 30: A FATHER-SON TRAVEL ENTERPRISE

More than 50 river-running trips per year are conducted by a father-son corporation operating in summer. Both father and son have regular employment and use vacations this way. The river expeditions were begun by the father more than 35 years ago on a small scale; commercial operations and incorporation date from 1951 when the son joined the firm.

During the average May to August season, 350 guests including Eagle Boy Scouts are conducted on 50 or more riverboating outings. The average trip lasts about 4 days, although this varies with the parties. Six to ten guests is the average range in party size, although groups of up to 50 at a time can be handled. Trips are conducted from Idaho in the north to Arizona in the south.

Rates charged vary by the difficulty of the trip, the number in the party, and other factors.³ An average 4-day trip costs about \$60 for adults. Children are charged half adult fare. Gross returns for the 1960 season were approximately \$25,000.

The equipment inventory includes more than 20 large rubber boats from World War II surplus property, 9 motors for steering, automobiles and trailers, lifejackets, paddles, oars, tools, and spare parts worth roughly \$10,000 to \$15,000 in their present condition. Replacement cost probably would be appreciably higher.

A guide or boatman is required for each boat used on an expedition. In addition to the two operators, three or four boatmen work full time during the summer. The maximum manpower needed is 12 employees including a hired cook for large parties. Otherwise the guides usually do the cooking. Guests occasionally offer to help with camp chores.

Major interests of the guests--besides the actual boating experience--are exploration and hiking for nature study, geology, and other specialized interests; photography; and some swimming and fishing.

More than 50 percent of the guests on these tours are women. Many are single women vacationing alone but others are married women in the older age groups traveling with their husbands. Still others are younger women with children. Several special, all-male expeditions have been conducted. Others are comprised largely of Explorer Scouts. Seven annual trips for the Sierra Club from California have been made.

Many former guests return year after year to go on different river-running trips with these operators. Practically all take only one trip a year. Most advertising is by word of mouth. The photography by guests is powerful publicity.

Very few guests cause any trouble. An occasional "odd-ball" or showoff can cause anxiety to the boatmen unless he can be brought into line. Most guests are very cooperative. They are impressed by the rushing water and want assurances about what to do. The operators establish definite rules of conduct as the expedition starts out -- "hang on," "wear life jackets at all times while in the boat," "stay in place," and similar safety precautions. Although many passengers have been "dunked" over the years, so far none have been lost by these operators.

It was estimated that 85 percent of all passengers carried down the Colorado River to date have been on rubber boats. These are safer than wooden boats, canoes, or other types of vehicle--according to this operator. Also, they can carry more passengers, thus allowing lower charges for each passenger, and can navigate on less water than is needed for wooden boats.

Most of the operating problems are related to use of the water. It is difficult to gage when high water stages will occur on the several rivers and how high the water will be. Many stretches can be traversed only during periods between high and low stages.

These operators believe that the Park Service is feeling its way on regulation of river expeditions. They are doubtful of some of its rules, although it was recognized that safety regulations are required as more people use the rivers.

Greater concern was expressed about the increasing burden of State permits for boats, trailers, and equipment. For example, in one State the standards for licensing boats were reported to be for usage on lakes and other placid waters rather than for the boat types needed in swift water. One State was reported as promoting still-water boating and actively opposing swift-water operations. Discussion with this operator and others indicated that the States as well as the National Government are still in process of developing their attitudes toward use of waters and other resources for recreation.

Future plans of these operators hinge largely on the growing volume of restrictive regulations, the continued destruction of desirable river areas by dams and impoundments, and similar problems.

To date, their operations were expanded as demand grew. It was indicated that their equipment and their business organization needs to improve before many additional guests can be served properly. The recreational possibilities for river-running operations in this region have hardly been tapped. The rivers could accommodate 10 to 20 times as many tours without crowding.

³/The Western River Guide's Association rates river rapids from 1 to 10 based on their relative danger to human life. Each number has a fairly definite characteristic--number 11 is "impossible."

The net returns to this operation have not been too encouraging when compared with the gross income. Upkeep expense is high. The operators enjoy the river work and class a part of the effort as inexpensive vacation. Probably, they will continue at about present levels for the next several years, with schedule adjustments as required by the dams, impoundments, increased regulations, and related problems.

EXAMPLE 31: SAND DUNE SIGHTSEEING

Sand dune sightseeing by beach buggy is one of many unusual examples of outdoor recreation. The hour-long trips of this operator, made in jeeps equipped with special beach tires, are conducted from April 1 to the end of October every hour from 9 a.m. to the last "sunset trip" at 7:30, depending upon the availability of clients. Cost of the trip is \$2 per person.

The tours take visitors to view cranberry bogs, beach plum, and bayberry bushes. The tourists are then driven over still-shifting sand dunes to the ocean beach and along it to a much-photographed lighthouse. The site of a town that was abandoned more than two centuries ago is visited next. A dead forest, once buried by the drifting dunes and recently uncovered by further shifting of the sands, and a bathing beach also are visited on this tour.

Although most trips are uneventful, an occasional mishap, such as a broken axle, does occur, leaving the guests with the choice of hiking back to town or being stranded until the driver gets to town and comes back with another vehicle. But this possibility merely lends an air of adventure to the trip.

An indication of the popularity of these tours is the fact that in one town 4 companies operate a total of 10 jeeps for this purpose.

This beach-buggy business is owned by one man and operates as a hotel concession. The owner employs another man to drive the second of his two jeeps. The business, which was started in 1959, is an outgrowth of the owner's experience with the versatile jeeps in the Pacific islands in wartime. The two jeeps, special wheels, and special tires are the only capital investment.

A department of Public Utilities permit is required because the jeeps are classified as buses. Also, both the owner and his employee must have taxi operator's licenses because the jeeps are also used to take bathers and fishermen to nearby beaches.

This businessman stated that he has no problems with people taking the trips, nor with the local government, but that he is looking for a good job for the winter.

SCENERY, PLANTS, AND ANIMALS

We turn now to a somewhat different type of recreational attraction. This grouping capitalizes on human curiosity rather than sports or special activities. Services for creature comfort often are involved as is presentation of "the unusual". Many of

these attractions are genuinely educational, and several visited include outstanding collections utilized by scientists in furtherance of their activities.

This group of enterprises ranges from the exotic to the bizarre; from formal gardens to natural wilderness; from well-conceived to jerry-built; and from snakes to stalagmites.

These examples are based on natural phenomena: geologic formations and prehistoric relics, a cave used as a hideout, another cave leased from a State and operated for profit, a geologic museum combined with education in soil and water conservation, an educational-demonstration center to explain desert ecology, and last, a natural bridge supplemented by extensive other attractions.

Next is a collection of four enterprises based on botanical interests, although each has a different combination of enterprises to attract and entertain recreationists.

Three privately owned zoos or game farms conclude the examples in this section.

EXAMPLE 32: A MINING MUSEUM AND EXPOSITION

A nonprofit corporation of public-spirited and philanthropic citizens has taken over a public park and is developing a regional attraction.

This community lies in an area where surface mining of a non-metallic mineral, orchards, and ranching are major activities. One of the mining companies donated roughly 90 acres to the city for a municipal park. Management was difficult and the operation was unsatisfactory. The nonprofit corporation was set up to take over and develop the area. About 20 philanthropic local residents bought stock to finance development, and a board of directors of 11 other residents took over the development process.

This work was begun in 1957. A large, T-shaped building 84' x 60' and 110' x 20' was constructed to house a museum and exposition exhibits, a gift shop, workrooms, and other activities. A resident artist and curator was hired to prepare displays and exhibits, a small pool and grounds were prepared to exhibit a few native wildlife, a rock garden to display local rock formations and fossils was begun, the playground and picnic area were rejuvenated, and an amphitheatre was begun.

In addition to the gift of land and the few facilities installed by the city on the playground and the picnic area, about \$200,000 have been invested in buildings and displays. An additional \$50,000 will be added in the near future before the present short-term plans are completed. Probably another \$50,000 will be needed for further improvements during the next 10 or so years.

Plans for future development include a community swimming pool in part of the flooded quarry, a canal to be dug along a chain of worked-out mining pits to connect with a nearby river, conducted boat trips through the area, a demonstration and research nursery on one corner of the property where visitors may examine varieties of citrus fruits grown in the

area or being developed, and continued landscaping of the grounds. A centennial pageant is being planned for the grounds, and numerous communitywide activities will utilize the various facilities.

The facility was opened to the public in December 1960, although much work remained to be done. Practically no advertising effort has been made because the major displays are incomplete. Even so, attendance by both local people and tourists has been heavy.

Fees charged for admission to the museum are \$1 for adults and 50 cents for students 12 to 17 years old. Children under 12 accompanied by adults are admitted free. School groups and others are admitted at half the regular price when adequately supervised or chaperoned. When visited, the gift shop was only partly stocked. Admissions and sales from the shop are expected to support the entire operation after the developmental period. No charges are planned for use of the picnic area, the playground, the amphitheater, or the other grounds. The boat tour and probably the swimming pool will be separate enterprises and probably will bear fees when they are established.

The regular staff includes six persons in the museum and gift shop. They double as ushers in conducting groups through the displays. Three additional girls and one manager work part-time to bolster the regular staff on weekend duty. Five men are employed full-time as caretakers and helpers.

This enterprise is unique in the general region and is well-located on a major highway in a State noted for its recreation trade. Prospects appear to be excellent for first-class recreation service to the community, both for outdoor recreation and for the educational features of a natural history museum. An increasing volume of tourists probably will include the museum in their itineraries and make use of the picnic area for rest and relaxation.

EXAMPLE 33: A CAVE THAT MADE HISTORY

A large private collection of Civil War relics has been combined profitably with a cave having an interesting bit of wartime history. This attraction is in the heart of the Shenandoah Valley where numerous engagements occurred during the War between the States. It is also on one of the main north-south arteries for tourist traffic.

The cave was used occasionally by Indians but was unknown to white men until a farmer stumbled on its opening while hunting his cows one day in 1734. Thereafter, his family used it as a refuge from Indian attack.

Soldiers from General Fremont's Union Army took refuge in the cavern for several days and, when they were defeated upon emergence, Confederate soldiers used it in turn. Men from both sides passed their time by carving their names on the walls and formations or smoking them on with candle smoke. Descendants of these men frequently visit the cave to search out these mementos.

About 150 acres--including the caverns, the approaches, and a service station--are leased from a larger private estate. The service station is subleased, and the museum and cavern are operated by a resident manager for a family firm that also owns another cave nearby. Two generations of the family, operating under a 99-year lease for approximately the last 30 years, have preserved the natural wonders of this resource and provided service to recreationists.

Of particular interest in the cavern are the tree roots penetrating cracks in the roof and forming cores of some stalactites. This phenomenon could happen only in a shallow cave. Perhaps unfortunately, most of the points are broken from stalactites and stalagmites alike in main portions of the cavern. At least one massive stalagmite formation apparently was used for target practice by the soldiers. Early souvenir hunters removed the points within reach. Small rooms discovered later and protected in time from vandalism provide a welcome contrast to the desecration of the older discoveries.

Close observation locates droplets of water hanging from numerous stalactites, and moisture on the tips of stalagmites demonstrates the slow evolution of these phenomena. Small pools throughout are utilized effectively by means of hidden lights to reflect the beauty of some formations. Hidden lights also bring out the vari-colored mineral content of the calcareous deposits precipitated out by the water as it passed through the overlying limestone.

The property values are undetermined. Leasehold returns are based on a percentage of gross receipts from the cavern and the museum and a percentage of net income from the gift shop and the service station.

The facilities are open to the public all year. Separate admission fees of 50 cents are charged for the museum and \$1.30 for the cavern. A small picnic area is free to the public. A preponderance of visitors come from the mid-Atlantic States, although an area stretching from Maine to Florida and east of Illinois is heavily represented. The principal season is from June through August with secondary spurts in spring and fall as people migrate between northern and southern recreation areas. Few, if any, people return to this spot during the year. Quite a few stop again several years later.

There is literally no limit on the numbers of visitors who could be accommodated. Between 12,000 and 15,000 people pay admission during an average year. During the summer, a staff of 10 to 12 is required to handle the crowds, and help with parking cars and with the cleanup. The manager and his wife do all the work during the off-season.

Relatively little difficulty is experienced from the public here. The guides are instructed to watch for laggards tempted to add their autographs to the historic names they came to see. One person is usually required on grounds cleanup and parking during the summer.

A basic problem in this kind of business is the pinch between the relatively fixed level of fees that tourists will pay and steadily rising overhead costs. It is increasingly difficult to maintain scenic attrac-

tions in their natural state without recourse to the drawing power of other types of commercialized entertainment.

Plans for the immediate future involve adding more Civil War relics in the museum since 1961 is a centennial year. No other changes are planned during the foreseeable future. Future changes will be related to future levels of activity.

EXAMPLE 34: A PUBLICLY OWNED, PRIVATELY OPERATED CAVE

A partnership leases a cave from the county, which in turn leases it from the State Department of Lands in an arrangement that seems to be working out well for all concerned. During the 6 years under present management, attendance has risen steadily from 17,000 in 1954 to better than 55,000 in 1960. Business dropped off approximately 5 percent in 1960, apparently because of the recession. These operators tripled the attendance after one year of management through improved personal relations with the public, increased advertising, and other modes of promotion.

The lease is for a section of land adjoining a national monument. The major attraction is a historic cave of regional importance that also has several unique geologic features. The lease is for a 10-year period at the rate of \$7,500 per year and/or 10 percent of admissions over that amount, whichever is greater, plus 5 percent commission on the sale of merchandise. In 1960, the lease cost about \$9,000. The partnership is responsible for all repairs or improvements including maintenance of two small picnic areas on the land. The picnic facilities are adequate for 300 to 400 people at a time. The county has applied all of the lease money to improving the road leading into the area of the cave.

No other uses of the land are planned. The operators maintain that the cave and the scenery are the paramount attractions and range cattle, sheep, or commercial amusements would be out of place. The cave's the "thing" as the manager expressed it.

The manager mentioned frequently that recreation was basically like any other business in which relations with people were concerned. He has studied his problems and taken aggressive steps to overcome them. He has aimed his efforts toward "giving the guests their money's worth--and then a little more." All of the staff is cautioned to be friendly, courteous, and interested. Tour groups through the cave are kept sufficiently small to allow for personal attention. Although highway advertising is expensive, he has 300 road signs out, and the messages are changed frequently. Materials, fees, services, and so forth, on roadside advertising cost about \$12,000 annually. Paid ads on TV, public service-type ads on radio, and cartoon ads in local newspapers are utilized regularly. A recent article about this cave in a magazine having nationwide coverage was a great promotional benefit.

The entire program is aimed at family entertainment. Guests are of all ages and all income levels and are from all parts of the country. Highest seasonal attendance is in winter when older people and retirees flock to the southern climates, although many tourist families with children appear during this season also. The major part of the family tourist trade occurs during the three summer months. Local weekend use is heavy the year around. It was estimated that 7 percent of attendance is local repeat trade--many residents, as hosts, regularly bring their houseguests to the cave for entertainment. Some winter visitors undoubtedly make repeat visits, but no separate record is made of them.

Visitors usually spend about 2 hours on the premises. The tour proper takes about an hour. The rest of the time is spent in the curio shop, looking at the scenery, visiting with the staff, or waiting for the next conducted tour to start through the cave.

Fees are \$1.50 for adults and 50 cents for children 6 to 14 years old. Children under 6 are free. A feature in respect to rates charged is the assumption that children under 14 years old are still fully dependent upon their parents financially, while those over 14 usually hold at least part-time jobs. The adult fee was recently raised from \$1.10 to \$1.50 with no change in services provided. This increase has had no apparent effect on attendance statistics. According to the manager, people seem to appreciate the facilities more when the price is higher.

The staff of seven regular employees includes the manager, a woman who sell tickets and merchandise, a maintenance man, and four others who double as guides and perform whatever other tasks occur. Another four or five part-time employees (mostly college students) are employed on weekends. The manager estimated that 20 percent of the total labor force is a cushion--a safety factor--and insurance that the visitors will always receive unhurried, polite, courteous attention from all employees. Visitors need to be made to feel important, that they are among friends, and that they are getting their money's worth.

With present staff and present practices, this cave can handle about 2,000 visitors per day on its tours, provided they are fairly evenly distributed. Three hundred people arriving during a short period have caused congestion in the past--although this was an unusual situation. The ticket-taker has learned to recognize approaching congestion and is able to call via telephone for additional guides from the staff when they are needed. The largest attendance to date--800 admissions--was handled smoothly.

About 2,500 admissions would be the maximum daily capacity of the cave under the present firm policy of leisurely tours, small parties, and personal attention. If visits reached these proportions, some change in the guiding procedures would be instituted, and more mechanical or technical equipment would be utilized.

Plans for further expansion of services and facilities are keyed to the focal interest in the cave. A museum featuring geologic and historic materials is planned.

This facility will expand on the features seen in the cave in an educational and interesting way. Again, it will try to take facts and make them interesting so the visitor will be satisfied.

Nature trails are already partly laid out, and they will be extended as time permits and staff is available. A restaurant probably will replace or at least complement the present small food concession. Whether overnight accommodations will be provided is doubtful, because they are not in keeping with the cave theme.

The partnership has a current capital investment in signs, stock, inventory, equipment, fixtures, and so on, of roughly \$50,000. This excludes the leased property, and goodwill and other intangible values for which funds have been expended in building the business. All profits to date have been returned into improvements. The annual operating budget is \$65,000 to \$70,000.

The manager was emphatic that "the best way to avoid problems is to overcome them before they develop, anticipate situations and take action, know people and their habits, use bits of psychology, be firm and businesslike but pleasant and courteous, be dignified, and never be subservient. Treat people as respected friends and expect to be treated the same way by them."

Vandalism is rare here. Litter also is rare. The staff keeps trash picked up and the grounds neat at all times. The theory is that if people see cigarette butts and paper scattered around, they will litter but that they are conscious of neat clean surroundings and will look for trash containers in order to help maintain neatness.

The relatively isolated location has caused some staff turnover in past years, although all of the present staff has been employed for two or more years. All live on the grounds and seem to be satisfied.

Relations with the leasing agency (county), the State, and Federal agencies were reported to be excellent. The manager says he cooperates with them on an open and friendly basis and he has their cooperation in turn.

This respondent suggested that it is essential to have "professional" people in charge of recreation facilities. They need to have active minds, an interest in service, know their business, and want to do the proper thing for their guests. A liberal arts education in college, plus additional subject matter related to the field of recreation the student expected to enter, was thought to be the best available academic program. Actual experience on the job is of paramount importance.

The balance sheet for a thoroughly satisfactory recreation enterprise requires personal satisfaction and profits for the operator, and provision of more than their money's worth for the guest.

EXAMPLE 35: GEOLOGIC HISTORY - - PAST, PRESENT, AND FUTURE

Through the foresight and generosity of a family of ardent conservationists, a unique museum and demon-

stration facility is taking shape on a wind-swept, 11-acre slope in a southwestern State.

The land, which is held under a nominal 50-year renewable lease, lies along a lonesome stretch of desert highway. Tourists are happy to break the monotony of travel by a stop at this oasis of knowledge. Once inside the doors, their curiosity and a growing interest lead them along the plainly marked pathway to a greater knowledge and understanding of nature, geology, the need for conservation practices, and the application of several governmental programs for restoring productivity to a badly mismanaged region.

This museum was begun less than 3 years ago. Welcome signs have been out practically from the start of construction. They simply include the matter-of-fact idea that "construction is underway but come in and look anyway."

Both the U. S. Soil Conservation Service and the U. S. Forest Service have grasped the opportunity to use space here for living demonstrations and visual education. The theme of their programs is completely in harmony with that of the museum--soil and water conservation. Each agency has contributed greatly to the usefulness and purpose of this attraction.

The financial backers of the museum set up a fund to support several philanthropic undertakings. The museum currently is granted an annual budget of roughly \$35,000 for operations and necessary expenses. In addition to the public aid provided by the Soil Conservation Service and the Forest Service mentioned above, private persons occasionally contribute funds for special purposes, items of equipment, or other valuables. An inconspicuous cannister beside the exit was partly filled with coin and paper money from visitors who had contributed toward furtherance of the project after viewing its incompleting stages.

Eventually, the facility will consist of probably five integrated sections--geologic exhibits, a dinosaur museum, a beaver museum, demonstration plots for soil and water conservation, and a small zoo containing examples of birds, animals, and reptiles native to the area. Signs explain each exhibit.

Obviously, change will always be a feature of this museum. Both the staff and the board directing its development will continue efforts to improve the educational methods and the quality of the exhibits. For example, a nature trail is planned to reach from the museum about 2 1/2 miles across rolling country to a center where hundreds of people each spend several days. The managers hope also to have an official weather station located here. This would provide service to a large region currently uncovered by reports. Also, it could be tied in with the conservation program promoted through the museum.

If the numbers of visitors continue to increase as they have since the doors were opened, facilities will be needed for food and lodging, additional parking space, sanitary facilities, and so forth. Present facilities are limited to two small toilets, a soft drink machine, and a small parking lot.

Present facilities are valued in excess of \$200,000.

Another \$50,000 to \$100,000 of improvements will be financed through donations and the regular budget. In addition, the publicly owned materials placed here for demonstration purposes by the Forest Service and the Soil Conservation Service are worth several thousand dollars. All of these attractions are free to the public. This policy will be continued as long as possible, although it depends upon future financial arrangements.

If food and lodging facilities were added, these services would need to be self-supporting.

The number of visitors has been surprisingly large and has increased steadily as the facility has grown and its reputation spread. During the last year, an average of 200 people a day visited the museum from April 1 through October. Numbers ranged from 30 to 100 per day during the rest of the year. Thus, during 1960, 50,000 to 75,000 people were exposed to the conservation story told there.

The visitors are of several classes. A majority are tourists traveling the main north-south highway, who want a rest from road monotony. Hundreds of visitors come from a nearby ranch-camp. More and more residents from the surrounding region make this the focus for weekend drives. During the hunting season, a surprising number of hunters stop in out of curiosity, for a rest break, or to observe the progress being made.

The director seemed to feel that the local people approved highly of the museum. He remarked that "a lot of very rough-looking characters" passed through sometimes, but he had had no problems of vandalism, keeping order, or anything else. He thought that even the less well educated among local residents recognized the need for resource conservation and appreciated the work being done. A small amount of littering occurs but, here too, it seems to be on a smaller scale than was reported for other facilities handling crowds of comparable size.

The staff currently includes four men full-time. The director, or manager, was brought in from another area to supervise construction, development, and operations. The three other men are local residents who work at whatever must be done including construction, maintenance, animal care, and new developments. Each was praised by the manager as very much interested in the work and happy to be associated with the activities, even though relatively uneducated. Each was contributing part of himself to the project.

No particular problems for the future are anticipated. Facilities for public welfare may be required as crowds increase, but the manager felt that they would be provided when the time came.

EXAMPLE 36: LIFE IN THE DESERT

A nonprofit corporation leases 65 acres inside a large county-owned park. Its purpose is to develop a specialized type of museum that combines the educational process with entertainment.

The main structures on this leasehold were built during the depression of the 1930's by the Civilian Conservation Corps as camp headquarters. Some remodeling and repairing were required after the lease was signed in 1952. Additional buildings and modifications will require prior approval from the county. Cooperation generally has been excellent since the county park administration and the non-profit corporation have the same basic purposes. The 50-year lease bears a \$1 a year rental, for which the county furnishes free water that must be piped for several miles, electricity, and repairs to the original buildings.

Of the original 65 acres leased, 10 are now fenced and contain the major improvements. Exhibits include a museum, a small zoo, a small aquarium for native fish, a tunnel where underground life of plants and animals can be observed, a watershed exhibit, caged birds in natural habitat, collections of desert plants, a concession stand, and many other attention-attractors to explain desert ecology. An extensive educational program among nearby urban schools and communities is conducted also.

An original grant of \$200,000 from a privately controlled foundation has been supplemented since 1952 by additional grants from both the original donor and from individuals for specific displays and expositions. A fund currently approximating \$6,000 annually is devoted to developing a watershed exposition. The U. S. Forest Service, the U. S. Soil Conservation Service, the Weather Bureau, the University of Arizona, and other Federal and State agencies co-operate closely in development and display of many exhibits. This type of nonprofit, public-service enterprise provides an ideal showcase for programs of public resource management agencies.

Prior to 1954, no admissions were charged. During the early construction period, a donation box was located near the exit, for use by visitors. Major sources of income currently are from gate admissions, memberships, and revenue from the concession stand. Some plants and animals are traded with other museums, educational groups, or institutions, but sale of these plants and animals as an enterprise is not planned.

Gate admissions are 75 cents for adults, 25 cents for children 12 to 6 years, and under 6 free. Memberships range upward from annual rates of \$1 for students, \$5 for associates, and \$10 for families to \$100 for sustaining or organization members. Life memberships (in single payments) range from \$500 to \$5,000 or more. About 60 groups and individuals had life memberships in 1960, and more than 1,300 groups, families, and individuals were annual members.

Total attendance at this facility has grown as follows: 1957--192,600; 1958--194,900; 1959--196,400; and 1960 (a slight decline) 184,000. All school groups, church groups, and children under 6 years old are admitted free, and in these years have amounted to 30 percent, 24 percent, 22 percent, and 25 percent of the attendance registered. More than 50 percent of the visitors are from outside the

State. A large proportion of the remainder are association members and other residents from nearby cities who often make repeated visits during the season.

Business dropped off about 9 percent in 1960 primarily because of two major causes: the weather in January was cold and wet and a privately owned recreational facility of somewhat similar attraction opened nearby early in February. The national recession may have been an additional factor, although the numbers of visitors to the area did not appear to reflect this trend.

The major season for visitors is between Christmas and Easter. After a slack-off, attendance builds up again during July and August. Out-of-State visitors during the winter are usually older people or young couples, whose children are of preschool age. Summer visitors are largely families with school-age children.

The staff required to operate this facility fluctuates widely, depending upon the kinds of programs underway. About 20 persons have steady employment. About six professional personnel are required on the grounds. Secretaries, gatekeepers, maintenance men, carpenters, animal keepers, janitors, and workers in similar categories comprise the remainder. One female employee specializes in care of baby animals, visits schools and lectures about the animals, and conducts an educational program related to the facilities. A few outside researchers have projects located here, and construction of new exhibits is a continuing process.

The budget for operation, maintenance, and improvements has grown steadily over the years. It is nearly \$150,000 for 1961. Present value is hard to analyze because of the nature of the leased property. Excluding this and the "sunk" cost investments, net worth of displays and other properties is between \$300,000 and \$325,000. Several additional buildings and displays costing an additional \$1 million are planned for future years as funds become available.

A major financial problem in this type of activity is that gift funds are relatively easy to acquire but operating and maintenance funds are limited. Endowed services are needed to accompany the gifts. The corporation has a worthwhile research library on the grounds and would like to extend its services to research personnel if funds were available. Such a program would limit the possible service to the public and would tend to detract from the essential focus of the facilities. The same kinds of financial problems affect the number of lectures and conducted tours that can be provided by the staff. Opportunity to work with local schools is hampered by the apparent inability of the school systems to include payment for this kind of program in their science curriculums.

Since this is a nonprofit and noncommercial venture, the economics of management are complicated by the problem of how to attract visitors without commercializing their operations. Most of the publicity is carried in public service programs of press media. Five local business firms support two TV programs for the museum, two newspapers regularly carry columns featuring the museum, and the radio stations carry

spot announcements about it. In addition, one of the officers has written three publications explaining the exhibits.

Present daily visitor capacity is about 2,500 persons. Visitors often will bunch up and cause congestion. Very little vandalism was reported. The irresponsible type of person goes elsewhere. The types of display are not conducive to litter. Signs, convenient containers, and a full-time janitor keep the litter problem down.

Facilities and ability to handle larger crowds will be increased as rapidly as funds can be made available through savings from gate receipts, endowed grants, or other methods. The management believes that the value of the program can be increased greatly as facilities for cooperative research and educational work are utilized more efficiently. For example, the pioneer work performed here on exhibit techniques has drawn attention from other areas. The employee who developed these techniques is in demand as a consultant. The wildlife blind for watching and photographing birds and animals is very popular. Its use currently must be limited to members only, especially during the dry season, because of the limited facilities available. These conditions will be rectified as funds become available.

EXAMPLE 37: NATURAL BRIDGE, VIRGINIA

The hard economic facts of providing recreation as a business are well-demonstrated by the evaluation of Natural Bridge, Virginia, as a recreational facility. As one leaves the valley of Virginia going south or enters it going north on U. S. Highway 11, he actually whisks across the 90-foot long, 215-foot high, 40-foot thick arch of Natural Bridge. Modest directional signs and the activity around the facilities for handling sightseeing traffic are the only warnings that one is passing near a geologic phenomenon seated in aboriginal legend and marveled about by early European visitors.

Natural Bridge is closely tied to our national history. It was surveyed by George Washington, purchased by Thomas Jefferson from King George of England in 1774, utilized as a makeshift shot tower during the Revolution and the War of 1812, and early used as a wagonway across the deep gorge.

Jefferson built a two-room cabin nearby for the comfort of important visitors. Apparently, most subsequent owners capitalized on its unique recreational values. Records show that, in 1834, the owner charged \$1 per person to lower visitors by windlass from the bridge. Later, according to a handbill carefully preserved by the present owners, patrons of a competing inn were charged \$1 admission, although guests at the owner's hostelry were admitted free of charge. Today, the competitive pattern is changed, and numerous motels, restaurants, and other establishments of the area share in the overflow of visitors.

Natural Bridge alone could not support the costs of maintenance, protection, and services required to preserve it. It is simply the central core for a very complex organization of interrelated and complementary enterprises which together finance and maintain the facility. The hotel has been supplemented by a motor inn and tourist courts, dining rooms, a cafeteria, snack bars, recreation rooms, auditoriums, ballrooms, a novelty shop, a swimming pool, an ice skating rink, a filling station, a sand beach and playground for children, improved walks for public comfort and safety and, recently, a privately owned antique shop and display of antique and classic cars leased space on the grounds.

The site originally included 157 acres. Twelve subsequent owners added to the holding; by 1945, it contained almost 1,600 acres. It is not known how many properties were involved. The present (14th) owner, Natural Bridge of Virginia, Incorporated, has added four small tracts totaling less than 50 acres.

Part of the acreage, which is under a farm manager, is utilized as pasture and to raise hay for a beef herd of 125 Aberdeen-Angus. Also in the program is a large garden where the vegetables for the cafeteria and dining rooms are raised in season. An ever-widening diversity of recreational interests must be considered in long-range plans to draw people together into areas where services can be provided.

People from all over the world visit Natural Bridge each year. Parents and children, elderly couples, honeymooners, sightseers, and people out for a party mingle here. Traveling men stop for a rest, a meal, or overnight. All are served, entertained, and protected. Most visitors are courteous and thoughtful. Only a very occasional person is destructive or malicious. However, many are careless about litter and a large crew works constantly to maintain the neatly natural appearance surrounding Natural Bridge itself.

A major problem of financing is involved in servicing the more than 250,000 people who pay admission to see the bridge or the more than one million who are on the grounds during the year. An investment of more than \$4 million, represented by 200,000 shares of common stock, is held by 437 stockholders. More money has been spent on capital improvements in the last 15 years than the total from 1774 through 1945. This does not take into account the golf course abandoned for lack of golfers before World War II or the dam to impound a 10-acre lake that lies useless because engineer's test-holes failed to locate seams and cracks in the pervious limestone that let water seep away faster than it ran in.

Additional investments are scheduled for reestablishing a golf course, laying out a camping area, a series of rustic retreats and honeymoon cottages, hiking trails and riding trails, servicing a string of riding horses and ponies, and establishing more wild animals on the grounds. A herd of deer makes its home on the premises, and ducks and swans swim in the pool under the bridge. The natural vegetation along the glen leading to the old saltpeter quarry, Lost River, and Lace Waterfall is kept in its virgin state.

A timber-management program to be instituted shortly will be integrated with the trails program and management requirements for the wildlife and game refuge idea as these developments materialize.

The full-time payroll of 130 persons rises to 185 during the peak vacation period. More than 75 employees are housed on the grounds. Payrolls, goods, and services based on the tourist trade generated by Natural Bridge add a major contribution to the local economy. Service by other firms provided directly to tourists drawn to Natural Bridge adds more thousands of dollars annually.

A gross corporate income of almost \$1.5 million annually looks large; but expenses are heavy. About 92 percent of the income is paid out to meet costs. The remaining 8 or 9 percent is retained for improvements, expansion, payment of a modest dividend, and profits.

In summary, in the words of the general manager: "We know people want variety. They will come here if we provide a clean place, courteous attendants, good substantial food at moderate prices, and something for them to see and do."

EXAMPLES 38, 39, AND 40: A BIOTIC TRILOGY

Wilderness, wildlife, education, and entertainment--four facets of outdoor recreation--are provided by three separate enterprises in one area. The circumstances of their development are less unique than one might suppose. The latent opportunities for recreational utilization among these types of operations are relatively untapped. The potential for similar combinations in other regions is almost unlimited. Imagination, initiative, and investment combined with modest amounts of hard work and proper public relations can create significant recreational facilities from resources marginal for most other purposes.

The locale for this trilogy is a State noted for its commercialized recreational facilities. The particular area has been marginal for most economic enterprises. Hunters and trappers depleted its wildlife, timber operations depleted its forested resources, its soils were too wet and too infertile for most agricultural enterprises without major drainage projects, its natural appearance was anathema to untutored visitors.

This trilogy probably could not have occurred in the United States 50 or 100 years ago. Only during recent decades have the remnants of natural vegetation and the residuum of wild animals and natural habitat become sufficiently scarce to be of more than passing interest. Perhaps only now are we as a nation ready to appreciate, study and learn about, and cherish our heritage.

These three separately owned, separately conceived, separately developed, specialized enterprises provide a unique recreational opportunity for the nature lover. Their offerings range from the slime of prehistoric swamp to a formal garden populated by exotic birds and plants. Serious students mingle with schedule-scourged tourists at the oldest and best-developed of

these examples--and, already, tourist use of the other two taxes the available facilities.

One of the three is a wilderness area and sanctuary owned and maintained by a national organization dedicated to resource conservation and outdoor education. One is a privately owned botanical garden, waterfowl refuge, and exotic bird collection. The third is an embryonic junior museum and cultural center originally sponsored by a national organization and being developed by the community.

Two of these examples are on adjoining properties. The third is approximately 30 miles away through a section of the State where many stages of our "civilizing" process over nature can be observed firsthand.

EXAMPLE 38: A WILDERNESS AREA AND SANCTUARY

The trilogy starts with a 6,080-acre area containing the last large remnant of virgin wetland forests that formerly blanketed this section of the continent. Until relatively recently, this area remained remote and inaccessible to all but the most hardy woodsmen. Fires passed it by and civilization approached it slowly.

However, large logging operations threatened destruction of the area less than 10 years ago. Alarmed naturalists and conservationists advocated its preservation and staged a campaign for purchase of the area. The conservation efforts were at least partially successful. A well-known, nationally active society adopted the area as a project. Funds raised by contributions were sufficient for purchase of 2,240 acres, and a lumberman donated an additional 640 acres. These holdings are the core of the present wilderness area and wildlife sanctuary. A buffer zone containing 3,200 acres is leased at a nominal rental from another timber owner.

The sponsoring society has moved swiftly in some ways but seemingly slowly in others in developing plans for utilizing this resource. One of its controlling tenets is to disturb the natural habitat of plants and animals as little as possible. But some development was necessary before even most members of the society could enjoy the beauty of the area or view its attractions. A road to the property was constructed, boundary fencing installed, headquarters buildings erected, and a boardwalk laid out into the heart of the area.

This area has been open to the general public only since January 1960 and it is still inadequately developed to handle a large volume of visitors. The staff is small, the operating and improvement budget is small, and the policy relative to public recreational use in the future is unformed. Soulsearching is going on among the membership. One group favors strict wilderness conditions, the other favors moderate alteration to encourage use by and benefits to optimum numbers of people.

The admission charge of \$1 for all persons 12 years of age or older and the relative isolation have not deterred visitors. About 8,500 people paid admissions

to the rudimentary facilities between July 1959 and June 30, 1960. During the next 6 months, 2,600 tickets were sold and about 500 children under 12 years of age were admitted free. Several tours to the sanctuary and to other points of interest are scheduled periodically under the guidance of staff or members of the society. Botanists and bird watchers are particularly interested in the resources of this facility.

The staff currently consists of the superintendent and three regular employees. The superintendent's wife is frequently drafted (willingly and graciously) to assist with various tasks of public relations. Although the superintendent has general management responsibility, all other decisions relative to policy, budget, development, and specific programs are determined by the directors in the national office, which is several hundred miles away.

On-the-spot management problems are of two kinds. First is the ever-present danger of forest fire, disease trespass, or other catastrophe that would wipe out the natural wilderness environment. A growing worry along this line is the continued drive to drain adjoining lands for farming and suburban development schemes. Drainage would ruin the entire program being developed here.

The second kind of problem involves development and use. What facilities must be provided as basic essentials? What types of services are to be provided? Where does conservation, wilderness, or sanctuary stop and recreation for the people begin? How can the necessary improvements be financed from the limited budget? Answers to questions of this kind apparently have not yet been hammered out by the directors. The public is anxious to utilize the resources, and the superintendent is caught between their desire for use and the owner's desire for solitude.

The types of visitors to date have created few problems of litter, fire hazard, vandalism, and so on. Most of them understand the need for caution in control of fire and also respect the natural environment. However, blooming flowers within reach of pedestrians are likely to be picked and people are prone to throw things at the alligators to see whether they are alive. During the height of the season for visitors, the manager tries to have someone posted along the boardwalk, both to answer questions and to prevent vandalism or other undesirable actions.

Plans for future development are not firmly established beyond the board policy stages. Basically, the property will be kept as nearly as possible in its original wild natural state as long as possible. Pressures for use, however, are anticipated. Additional staff housing is needed and must be added. The boardwalk may prove to be inadequate for the number of visitors, and extensions or alternatives may be needed. Sanitary facilities must be expanded if the number of visitors continues to grow. Research and special-interest groups, such as bird watchers and photographers, may require access to additional area or special facilities.

Most of these problems will be solved as they arise. The expressed hope is that people will not flock in too fast, that growth can be gradual and changes held to

a bare minimum to preserve the wilderness features.

The superintendent knows and cooperates with the managers of the two other enterprises in this trilogy. They are agreed that each has a unique opportunity to function both within the framework of his own enterprise and within the community of interests represented by all three.

EXAMPLE 39: A FORMAL GARDEN AND BIRD COLLECTION

An outstanding botanical and ornithological attraction is being developed by a philanthropist on a 30-acre tract on the outskirts of a small city. The botanical collection was begun more than 50 years ago by a professional botanist. Between the time of his death and its acquisition by the present owner, the estate passed through several hands and the collection of plants fell into disrepair because of neglect and vandalism. Its present owner combined three ownerships to reconstitute the original holding and bought the area immediately surrounding the property to control nearby development.

Considerable sums have been spent to reconstitute and add to the original botanical collections and rare birds have been added to the facility. The owner hopes that eventually this enterprise can be operated on a financially sound basis. In addition to the owner's personal pleasure derived from the fine collections, the public gains by the recreation values provided and professional students gain by access to rare specimens often unavailable in other collections. A widespread cooperative program of education, research, and exchange of breeding materials and of information is planned to accompany the economically necessary recreation aspects. Close cooperation exists between the management of this facility, educational and civic groups in the local community, and conservationists and other specialists in State and national areas of interest.

This property was purchased in 1951, and it is still being developed and improved as staff time and budget allow and as new plants or birds become available. The present manager, a graduate botanist, has an operating budget in the range of \$125,000 and a general development program in addition to the day-to-day operations. Although increasing attendance is important in the owner's attitude toward this enterprise, the perfection of outstanding collections is at least equally important.

The real value of this property is difficult to assess because many of the species of plants and birds are extremely rare. Some are literally irreplaceable. Assuming roughly a \$600,000 valuation, about \$270,000 is represented by land and buildings, including ponds, special fences, and other improvements; \$30,000 is in birds; and \$300,000 is in the plant collection.

A large staff is maintained partly because of the expansion program and partly because the owner's standards for appearance are high. In addition to the manager, 22 men and women are employed full-time and two additional women clerks work 2 days a week in the gift shop. The heavy extra work of

maintenance and improvement is done by regular employees during the slack season. Quality of available labor is a problem in this area. Turnover on the labor staff is high. A larger number of visitors could be served by the present staff, particularly if the season were extended.

Attendance figures have increased steadily during the 7 years of present management. The recreation industry of this area is based primarily on winter tourism, together with considerable local trade. About 30,000 adults and 3,500 children paid admissions in 1960. Adults are charged \$1.25 and children between 6 and 12 years old pay \$0.50 including taxes. An annual ticket is available to local residents who may wish to visit the facility frequently. About 300 of these tickets were sold in 1960.

Records of registrants show that 17 percent of the visitors were from this State, New York-New Jersey-Pennsylvania accounted for 22 percent, and Michigan-Ohio-Illinois accounted for 20 percent. The rest were from widely scattered locations. All 50 States and 26 foreign countries were represented during the year. The average length of visitor stay is an hour to an hour and a half. Fifteen percent of the visitors are repeaters from previous years. Probably about the same proportion returns twice or more during the season while they are in the area. At least one national conservation organization regularly includes this facility in its conducted tours to special attractions in this region.

Plans for the future hinge on the owner's continued interest. Gate receipts are insufficient to pay operating costs and make the desired improvements. If attendance continues to grow as it has in the past, the gate, together with sales from the gift shop and possibly sales of plants and birds, will support the enterprise. Local interest, as well as specialized professional interest in the collection, is growing.

Assuming that ownership will not change or that succeeding owners will generally continue the present program, development will continue along the same lines for additions of exotic species of plants and birds. Probably they will be kept within the confines of the 30-acre tract. As the tourist interest increases, some concessions will be required in management. For example, small birds now left in the open may be caged to protect them from tourists, the tanbark trails may require more substantial surfacing and some of the more valuable plants may need protection. Problems will grow as the traffic grows.

Pilferage and vandalism are minor problems. This is attributed to the class of people attracted to the facility and the general respect they have for what is being done. Many of the visitors noted during the time data were being developed for this case example were strolling and gazing almost as though in awe at the beauty and variety of the sights.

EXAMPLE 40: A JUNIOR MUSEUM AND CULTURAL CENTER

Nature study in this community is being expedited through the activities of local leaders fortified by

benevolent gifts and a national advisory program. Tremendous possibilities exist for integration of this program into the public school system, into the community's recreation program, and into the economic framework of the recreation trade.

The program was begun in 1959 when a benevolent part-time resident donated a 5-acre tract and a building to begin a community center for nature study. This person is interested in this kind of endeavor and is influential in a national organization sponsoring such programs. The national organization, in turn, helped the community develop a local managing group and a fiscal program and hire a competent director. The program is in its infancy--less than a year old--and certain problems, as well as prospective potentials, already are evident.

The basic purpose for this type of activity is to "assist in the organization of educational and recreational programs designed to bring about a better understanding of nature programs which will build up outdoor interests and hobbies." A junior museum; a nature library; traveling and stationary exhibits; collections of insects, shells, flowers, leaves, and so on, from the area; demonstration-plot work; nature trails and nature hikes; and numerous other activities are within the realm of possible projects for future development. The ultimate variety and volume of projects will depend largely upon the interest that can be generated within the local community.

The center's director teaches basic science in the local high school program for three-fourths of his time, and a fourth of his effort is concentrated on classes and program development for the nature center. It is planned that field trips and study of materials in the laboratory will become an integral part of the school program, as well as of the community's recreation program. The first nature center classes were begun as an after-school recreational program for the 7 to 12-year age group. About 300 boys and girls started and after about 4 months, approximately 125 still attend regularly. These are the hard core from which it is planned to develop junior leaders in subsequent years as the program grows. The boys and girls began in mixed classes, but their interests differed, and the group has separated into two programs. A junior high school group for 12 to 14 year-olds is being organized, and it appears that the boys and girls of this age group will work together. Each class will develop its own program under limited adult guidance. This age group will develop into junior assistant instructors when adequately trained and will help with the younger children's activities. Plans are being prepared also to have a program for senior high school youngsters.

An adult program already is underway on a small scale. Members of the nature center association may attend the class in pine needle craft for \$2 and non-member fees are set at \$5. Teaching assistants for this and other courses taught at the center are volunteers who serve without pay.

The initial budget for development and operating expenses was \$18,000. Most of these funds were

required for improvements, purchase of necessary equipment, and a fourth of the manager's over all salary. The longer term operating budget envisions two full-time science leaders whose salaries would aggregate \$13,000 to \$14,000 and other operating and maintenance expenses of roughly \$11,000 for a total of \$25,000 annually.

Initial interest in the program has been gratifying. In addition to the school tie-in, local service clubs, the county 4-H leaders, women's groups, and social leaders have supported the center with funds, time, or promises of assistance. A local Audubon Society of 35 members is actively interested, 55 volunteer helpers are organized into a Women's League, and a Board of Directors composed of 33 year-round residents from different interest groups in the community is helping to chart the future program.

Plans for the future depend largely on maintenance of present interest and generation of additional funds and programs. Publicity by press and radio has been excellent and probably will continue if it is justified. In conjunction with both the school system and the recreation program, a summer day camp program is planned for the center and other locations in the area. A bookstore and nature study supply store may be added to the other facilities as a small money-making enterprise. Other ideas for raising funds through these activities are being considered, but the program is too new to indicate which of them would be desirable.

Unique opportunities exist in this community for an integrated nature program for education, as well as a tourist attraction. The tract donated to this nature center is fortuitously located botanically to provide natural conditions ranging from swamp to well-drained land. Its cover ranges from natural to uncared-for orchard. Demonstrations about a wide variety of nature conditions typical of the region are possible, therefore, for a minimum of expense and effort. The plot also lies adjacent to a privately owned facility having an outstanding, tropical, botanical garden; a renowned waterfowl collection; and hundreds of exotic birds. A few miles distant lies a large wildlife sanctuary where swampland flora and both migratory and native birds and animals can be studied. The three programs could be integrated, informally at least, into a unique educational and recreational resource. No particular problem presently exists to prevent such community of interest, and the managers of the three enterprises recognize that this aspect need not interfere in any way with their individual programs for development and operation.

The major problem to be solved by this budding nature center is to generate sufficient community interest for financial and other support as it develops. Time will tell whether a solid core of support can be built behind this nonprofit community project.

EXAMPLE 41: A BOOMTOWN BUST RECLAIMED

A boomtown subdivision that failed, a realtor with vision, an artistic setting, a lot of hard work, and

showmanship have been combined with a botanical garden of outstanding merit, supplemented by a water sports show and photogenic setting. The grounds are designed for the ultimate of photogenic possibilities on the one hand, and relaxing and educational sightseeing on the other. Landscaped grounds provide a setting for a collection of more than 2,100 different kinds of tropical plants from all over the world. Care is taken that all changes blend into the overall sense of rightness for the grounds. The owner strives for a definite atmosphere. He wants to provide a peaceful, natural setting that will put visitors in the state of mind for enjoyment. Service is of paramount importance. One measure of this facility is that local people are proud of the activity and telling others about it. A second measure is the number of tourists who make repeat visits and tell their friends about the place.

This property of 130 to 140 acres on the shores of the fair-sized lake was purchased by the present owners in 1933 and opened to the public officially in January 1936. This enterprise now is a multi-million dollar corporation owned by relatively few people. Several of the original buildings still are in use, although many additional specialized structures have been added to serve public needs and to service the various activities required to keep the operation in top condition. The central attraction is the landscaped botanical garden. The giftshop--restaurant, the service stands, the winding walks, and the artistically placed rustic seats are supplemental services for enjoyment of the garden. Similarly, a subbranch post office is manned by the company personnel, as are the information booths, a Chamber of Commerce office, and other services to the public. Space is even set aside for use of special interest groups that come here to advance their activities at the invitation of the management. Water sports are a feature attraction and demonstrations are scheduled regularly each day. Photographic experts circulate among the guests to provide technical assistance for shutter-snapping visitors. Power boat rides can be taken through a maze of canals on the grounds.

Approximately 170 employees are required regularly to run this operation. Another 30 to 35 student trainees, college student summer workers, and special event personnel are added during the summer. Most of the specialists were trained on the grounds. Considerable service work and experimentation are conducted here partly as good public relations and partly as good business. Underwater, color, and action photography are emphasized particularly because it is felt that the public interest requires these services.

Visitors come from all corners of the globe. Most are sightseers, although more and more specialists in plants and photography gravitate to the facility, which is placed at their disposal. More than a million people bought admissions during 1960. Roughly another quarter million children under 12 years of age and special groups of underprivileged were admitted free of charge. The gate admission rates are \$2 for adults, \$0.35 for children 12 to 17 years old, and

\$0.25 for admission to a reserved seat photographers--stand from which the water sports can best be photographed. Educational groups and similar chaperoned or conducted tours are admitted at half price. These charges admit a person to the grounds for a full day. The special boat rides around the grounds cost \$0.50 per person.

The manager claims that rowdyism and pilferage are almost nonexistent here. The reason seems to lie in the general atmosphere. Litter, clutter, and vandalism, however, are relatively minor considering the multitudes of people passing through the grounds. A large staff of groundskeepers is required.

Plans for the future involve constant change and adjustment but no enlargement of the grounds. Each change will be studied carefully for its effect on the overall product. No new concessions are planned--the gate charge must bear the major financial burden for the grounds. However, the various special concessions and services are self-supporting. Some changes in landscaping and design are required periodically to handle the crowds or to meet specifications for new projects undertaken. The axiom expressed was: "You can't stand still and provide good service."

EXAMPLE 42: A WILDLIFE PARK

A small, compact wildlife park in one of the southern tourist areas provides opportunity for visitors to study about 40 species of animals, birds, and snakes. The area, which contains a little more than an acre, adjoins a busy tourist highway. A gift shop is operated in conjunction with the wildlife display.

The park is family-owned and operated. It was begun in 1956 when the operator's health required that he change occupations. He already owned the site. Most of the regular work around the place is done by the operator, his wife, and a son-in-law. The son-in-law is a salaried employee.

Although the display is open all year, the two seasons, June 10 to September 5 and December 25 to April 30, account for most of the attendance. Business in other periods is usually slow. Also, business was slower in 1960-61 than previous years. The operators stated that since theirs is "a luxury item," they were among the first to feel the effects of unemployment or business uncertainty on spending patterns. In times of recession, people take vacations and spend money for food, lodging, and gasoline but pass up the side expenses.

Visitors from all over the country stop here. A large proportion of them are residents of this State. A majority of the out-of-State visitors are from Michigan, Indiana, Ohio, Pennsylvania, and New York. No particular income groups predominate. Couples with schoolage children tend to be concentrated during the summer holiday season. Childless young couples, couples with preschool children, and the elderly predominate during the winter season.

Admission prices to the park are \$0.90 for adults and \$0.50 for children. Organized groups, such as Sunday School classes, Boy Scout groups, or public school classes are admitted free as the owners' personal gesture toward educating the public about wild animals and nature. These owners, incidentally are active in local civic affairs, and a part of the operator's time is devoted to public service.

Gross business operations are in the range of \$15,000 per year, of which roughly half is from the gift shop and half from admissions to the park. About four times more adult tickets are sold than are children's tickets. About 6,500 admissions were sold in 1960. At least twice as many people stop in the gift shop as buy admissions. This proportion was noticeably higher in 1960-61 than previously. Sales were about 6 to 8 percent lower than in 1959 and those in 1959 were lower than in 1958 mainly because of national economic recession and regional unemployment.

A considerably larger volume of visitors could be handled through the present resources. The volume will grow with economic conditions--business in the whole region was poor during the 1960-61 season. Since this is a small family-operated enterprise, it is better able to withstand poor times than are those depending on a large labor force. However, feed costs for the animals are rising and the margin of profit is dropping.

This middle-aged couple has thought about ways to expand their present business and the addition of complementary enterprises to attract more visitors. They do not feel that either move would be wise until business improves. For example, the potential income from a pony ride probably would not warrant the expense for an additional employee and maintenance of the ponies; buying and selling wild animals is a specialized and risky business; and others already have developed many other items that would complement this operation. They also feel tied down to the work and are considering disposal of this enterprise to gain more freedom of action. They are making a living, but the profits do not compensate adequately for the personal inconvenience.

This couple like to meet people and is generally complimentary about the way most people behaved around their premises. Very few people teased the animals and pilferage in the gift shop was not excessive. However, the latter is a definite problem.

Plans for the future are uncertain. No expansion will be undertaken until business picks up. The foreseeable future volume of tourists can be handled by the present size of enterprise.

EXAMPLE 43: WILDLIFE ON DISPLAY

More than 300 individual specimens representing about 30 species of animals and birds are presented for public entertainment and education in a private zoo or wild animal exhibit. This enterprise is well-located on a major highway used by recreationists in one of the Nation's major mountain play-

ground areas. It is within a half-day drive from several large cities. Large numbers of visitors frequently make week-end circle trips through this scenic area.

During the regular season of about 100 days, hourly elephant and chimpanzee acts are presented and a reptile demonstration is staged. Attendants will answer questions or conduct tours through the exhibit if desired. School tours frequently include this attraction in their itineraries, and more localized groups including a 4-H club organization, a local orphanage, and a home for mentally retarded people regularly hold outings here.

In addition to the animal exhibit or zoo, the facility includes a souvenir shop and a small lunch counter. The lunch counter reportedly is barely self-supporting. It is maintained as a convenience where one parent can rest while the other takes the children through the grounds. The refreshments are sold at about cost. A second but smaller stand in the grounds sells soft drinks, ice cream, and other refreshments in addition to packaged feed for the animals. An interesting innovation is the use of ice cream cones instead of bags or cardboard boxes for the packaging. The cones are edible for most of the animals and the litter problem is reduced appreciably at the same time people are enabled to feed the animals.

This business was begun in its present location in 1951 as a partnership between two brothers, both of whom have spent most of their adult lives in various forms of recreational entertainment and animal programs. It occupies 9 acres from the front of a former farm under a 25-year lease with option for renewal. It is one of a series of specialized recreation attractions lying along a major highway in relatively open country.

Its capacity to handle people is almost unlimited, although additional staff would be needed to handle the crowds. Most people spend an hour in looking at the animals, resting, and consuming refreshments. The largest single-day attendance to date has been 2,600 people. Attendance during the 100-day tourist season runs about 50,000 to 60,000 admissions sold. Probably at least an equal number stop at the gift shop or the lunch counter but do not buy tickets. Admission to the exhibits is \$1 per adult and \$0.50 for children. About a third of total-admission gross income is from children's tickets. Educational and public benefit groups are admitted at half price. Groups from a local orphanage are admitted free, and each child is given popcorn and a soft drink during the visit. Many blind, crippled, and otherwise handicapped people are admitted free as a public service.

Attendance in 1960 was about a third lower than in recent years. Reasons given for this decline include "short money" in the trade area and the recognition that a large proportion of visitors to the area come back year after year. Many family groups have visited this exhibit several times and there is a limit to their interest.

The regular staff, in addition to one of the owners, includes four maintenance men who care for the

animals and do other required work during the off season. During the tourist season, both owners and their wives, four to six women clerks in the shop and at the lunch counter, and two additional maintenance men, are needed.

Gross income is in the range of \$70,000 to \$80,000 annually. Costs are rising and admissions have not increased as rapidly as was anticipated. Specialized expenses mentioned as cause for financial concern were the very high insurance required for this kind of enterprise and the high cost of advertising. Both items must be maintained regardless of the volume of business. Animal feed also is a heavy continuous drain unrelated to ticket sales.

Several supplemental enterprises have been tried and dropped because they were unprofitable. Among these were coin-operated mechanical ride machines, pony rides for children, an Indian arts and crafts center, and an archery range. The owners still believe that additional enterprises can be developed on the grounds and are currently considering plans for a "frontier village," where food and other merchandise typical of the region can be sold profitably while people are looking at the collections of pioneer tools, costumes and machinery. The owners also are interested in promotion of a huge winter recreation program being studied for this region. Winter recreation developed for the area probably would increase the number of visitors interested in the wild animal exhibit to the extent of paying carrying costs during what now is the closed season.

No serious problems in dealing with recreationists were mentioned. The owners know that a certain amount of pilferage is inevitable. Sometimes they can spot likely-looking suspects and watch them closely. High school tours are watched extra closely. They say that some groups make a game of trying to steal as much as possible. Others are very well-behaved.

Litter is a minor problem, partly because ice cream cones are used as containers. Scattered soft drink bottles thrown down and often broken are a nuisance and a danger. The maintenance crew is instructed to keep things picked up and conditions safe. They also keep an eye on the crowd to control the few individuals tempted to tease the animals or approach dangerous ones.

Sanitation around the animals is a major problem. In addition to the health factor, people do not like the odor. Veterinarian service is limited. Most animal doctors are not equipped to care for the variety or range of animal health conditions found in the zoo. Consequently, expensive animals may be lost for lack of adequate medical attention.

This firm will continue efforts to draw increased attendance and expand its business. No real limitation exists now in its ability to serve the public.

EXAMPLE 44: WILDLIFE AND SIDE ATTRACTIONS

Privately owned zoos managed as recreation enterprises are relatively new and relatively scarce.

Wildlife from four continents is gathered in one such facility located beside one of the main north-south highways in an Eastern State.

This private zoo, which has been in operation only since mid-1959, attracted more than 44,500 paid admissions in that year and more than 52,000 in 1960. An additional 8,000 to 10,000 people paused to rest in the parking lot, look at the animals nearby, and possibly visit the gift shop each year. All ages and kinds of people visit the grounds although families with smaller children naturally tend to predominate. Touring groups stop occasionally, and a growing list of associations or conferences meeting in the region include stops here in their programs.

Admissions are \$1.35 for adult and \$0.65 for children. Repeat visits are encouraged through issuance of season tickets to guests living within reasonable driving distance. Several kinds of rides are available for from \$0.20 to \$0.35 each. These include ponies, miniature tractors, a narrow-gauge railroad, a merry-go-round, and a tour of the zoo. Two special areas containing small animals are of particular interest to small children, although many adults find them attractive also.

The average visitor stays about 2 hours. Records for 1960 show that 6 percent of the complimentary passes or season tickets were used again at least once during the year.

Virginia is the primary source of visitors, accounting for about 75 percent of paid registrations; Pennsylvania, West Virginia, and Maryland each provide about 5 percent, and the other 10 percent come from a wide range of places.

The main administration building houses the gift shop and food-vending machines for human food and tidbits for the animals. Parking is free and a picnic area is provided. A corollary enterprise unaffected by the recreation trade involves the buying and selling of wild animals.

Management problems involving public actions are minimal. Most visitors are well-behaved. The guided tour reduces opportunities to bother the animals, but very few individuals try to irritate them. School groups are accompanied by teachers who control them quite well. A small amount of vandalism occurs, and about the average amount of shoplifting goes on in the gift shop. One person's time during the peak season is used primarily for picking up papers and trash dropped by the customers.

A permanent staff of six people is occupied during the off season with feeding, repairs, maintenance, management, and the small volume of visitors. This staff expands to 19 or 20 during the peak season. A staff of this size could handle up to 10,000 visitors per day. Additional help could be easily recruited if required.

This facility is located on a 55-acre tract comprising one segment of a 300-acre livestock farm specializing in breeding, training, and selling Shetland, Welsh, Hackney, and Arabian horses and ponies. The two enterprises are operated separately. The zoo, which is a corporation, operates under a renewable 10-year lease. Its 18 shareholders have an

investment of about \$400,000, divided roughly into \$75,000 real property and \$325,000 personal property.

Because of the size of the livestock inventory and high operating costs unrelated to volume of business, this firm has had a severe financial drain while building up its clientele. A related problem is that, although the number of paid admission has increased, the average expenditure per capita declined from \$1.55 in 1959 to \$1.22 in 1960.

According to the manager, the greatest problem is to weather early growing pains. Continued publicity and public relations are required to attract visitors and to convince tour agencies to include the zoo in their package tours. Provision of additional rides and entertainment would draw larger attendance but, again, funds are needed for development and carrying costs until the clientele becomes accustomed to visiting the place.

Approximately 40 percent of the short-term budget was spent for short-term (newspaper, radio, throw-aways) and long-term publicity (permanent highway signs). This disproportionate cost should decline as the facility becomes better known, as the volume of business increases, and as the more permanent signs are placed.

The wild animal dealership probably will be expanded during the next few years. The manager has opportunities and interest in this direction, and the overall objectives and purposes of the two enterprises complement each other.

The State agency responsible for regulation of wild animal farms has been cooperative in both principle and practice. It has provided many mature wild animals for temporary display purposes. This practice is in accord with the basic concept underlying the establishment of this recreational facility, namely, that it is educational in scope. It provides opportunities for parents and schools to teach through seeing. Also, it teaches by combining education with recreation. Expansion in the school tour program is anticipated.

HORSEBACK ACTIVITIES

Horseback riding for recreation is particularly popular with city children. Pony rides around small rings in the suburbs frequently have long lines of impatient youngsters awaiting turns. Riding stables farther afield also are crowded on most pleasant weekend days. Teenagers and young adults usually predominate at stables open to public riding although a sprinkling of older riders is often present. Riding clubs usually tend toward more genteel styles of riding. Many of the rides own their own mounts. Competitions and horseshows are popular forms of recreation.

Camps, resorts, dude ranches, and guides often provide horses for riding and frequently orient their recreation programs around trailriding. Pack trips are arranged for overnight jaunts or frequently for several days or weeks.

Numerous ranches in the West and Southwest have found "dude" wrangling more profitable than cattle or sheep. Others take in guests as a sideline while still operating full-time ranches. The romance of the Old West is so deepseated in our culture that dude ranches simulating western customs are scattered throughout the rest of the country.

The six examples chosen to illustrate this section of cases include a small western working ranch, a pack-trip operator, an eastern trail-riding operation, a small public riding stable, and a community-sponsored rodeo. Case number 22, the Montana outfitters and Guides, might also have been classified in this category.

EXAMPLE 45: A SMALL WESTERN WORKING RANCH

A modest, family-owned, working dude ranch isolated high in the mountains of the Southwest apparently has survived while several of its more pretentious neighbors have suffered financial difficulties.

This 1,200-acre ranch was acquired in 1917 and the present buildings have been added gradually. The large ranchhouse and two guest cottages can house the family and about 30 guests at one time. Two other small cottages are provided for the help. A small barn is used for the horses as needed.

The father, mother, two adult daughters, and a son-in-law owned and operated the ranch until the father died recently. However, the ranch will continue as before. A small herd of about 35 beef-type cows and about 40 pack and saddle horses constitute the livestock on this ranch. The family lives in a nearby town during the winters, moving to the ranch by about May 1, and keeping the facilities open until the end of elk season about December 1.

The guests are mainly family groups from Texas and Oklahoma. Most of them started coming here years ago when they went to the mountains to escape the summer heat. Now, even with air conditioning in their homes, they still return from habit and because they like the relaxed atmosphere. Several original guest families bring their grandchildren to this ranch. Except for the horses that are available for riding and the trout stream nearby, no effort is made to provide entertainment for the guests. Some of them help with the haying and other ranch tasks for the fun of it.

The guests generally are families that return each year. There is relatively little turnover and practically no effort is made to advertise. Only about 30 guests can be accommodated conveniently. If necessary, additional people can be crowded in through use of roll-a-way beds and doubling up. The guests seem to be easily satisfied and prefer to relax, enjoy their children, ride horseback, and rest.

Rates charged are \$15 per day for room and board and \$3.50 per day for horses. Most guests are families of doctors, lawyers, and other professional types. Several of the men spend summer vacation time here with their families and also return for one or more of the hunting seasons. The

other hunters are mainly from Texas or are local residents. Hunting includes grouse, turkey, deer and elk. The son-in-law and his wife provide the guiding services.

In addition to the four family members, the summer staff includes a cook, three maids, and two men for outside work. The cook has been a regular employee for more than 10 seasons. Young girls from the area usually are recruited each year as maids. They complain about the isolation, although effort is made to allow them one day a week away from the ranch.

No estimate of capital investment was available. The income was reported as "adequate for the family."

The owners have no plans for changes in their operations. This size of enterprise apparently supports the family adequately. If more guest were recruited, labor problems would become important. The family could handle the work now if labor troubles made this necessary.

Some concern was mentioned about staying open during the hunting season. This period is mainly a nuisance during which expenses are seldom met. A time-gap exists between summer vacations and the first hunting season, as well as between hunting seasons. Help must be kept on full pay. Also, the owners said they had to get up too early in the morning to serve the hunters. The ranch probably will continue to stay open, even though the hunting season is unprofitable, because several of the men who are summer guests return to hunt.

EXAMPLE 46: A PACK TRIP OPERATOR

Dudes and experienced riders alike are turning increasingly to horseback and pack trips into the wilderness areas maintained by the U. S. Forest Service and the National Park Service. At least two national groups ardently support wilderness area preservation and vigorously oppose proposals that access be made easier to them or that resources be harvested from them. Both groups sponsor several pack trips annually into various wild areas. More and more people seem to have a yen for rough country seldom penetrated by humans.

An advocate of such recreational activities, after conducting horseback and pack trips himself for several years, now organizes and arranges trips for others. He is a middleman, a publicist, a manager, and a conservator for our few remaining segments of formerly vast frontiers.

The managerial costs per person and per trip into the wilderness areas are high largely because of the small numbers of people served. This new service has operated at a financial loss since it was started. Participation has been growing rapidly and the program may become financially self-supporting in another year or two. Publicity outlets with national coverage are helping to overcome the fears people have had about the difficulties and dangers involved in trail riding. Most Americans do not realize that organized pack-train trips can be relaxing and pleas-

ant experiences. Word-of-mouth and third-person news stories are the best kinds of advertising for these programs. The potential public is too scattered for contact through usual advertising media. This trip manager or his representative plans trips in detail. A contract is signed with each outfitter after his equipment and reputation have passed previous scrutiny. The duties and responsibilities of the packer's staff, the quality of animals used, the gear to be provided, the quality and quantities of food, and other points are covered in the contract for the ultimate satisfaction of all concerned.

Each outfitter bids for specific pack trips. The average wilderness pack trip organized by this individual includes about 25 guests, 10 wranglers, a medical doctor, and the manager or his representative. The nearly 40 people involved require roughly 70 to 80 horses depending upon the type of country, the amount of gear that must be packed, the length of the trip, and other factors.

Packers and promoters have learned to discourage volunteer help from the guest riders. Guests are encouraged to tie up their horses, walk away, and stay away until time to remount. The only exceptions are a few riders who are obviously familiar with horses and really want to help. The danger of being kicked, stepped on, or bitten, together with inept saddling or packing, is too great to permit chances.

Although this manager has had no accidents of any kind on trailriding parties, he believes that his good fortune results from eternal vigilance against the causes of accidents. Liability insurance is hard to get and very expensive. Insurance companies fear the risks when horses and humans are involved. The rate currently paid amounts to 2 percent of gross income, although this high rate may be reduced if the present experience record can be maintained.

This manager schedules seven or eight pack trips annually. The number is growing as the demand grows. Most of the trips are for 10 to 12 days and the price per person ranges from about \$225 to \$325 from the jumping-off place to the return point. In addition, the guests must pay all transportation between home and meeting point, provide a long list of personal equipment for comfort and convenience--and keep the whole load to about 50 pounds.

Guest riders are of all ages from 8 to 80. The main requisite is an interest in this kind of recreation and physical health adaptable to high altitudes and changeable weather. Knowledge of horseback riding is not essential; the pack trips start off by easy stages and frequent rest stops help to prevent undue stiffness or soreness before the riders become accustomed to trailriding.

Guests join pack trips from widely scattered locations. Ordinarily, they are from middle or higher income levels. This is a relatively expensive type of recreation. About two-thirds of the guests are women; many are members of family parties, others are office workers, nurses, laboratory technicians, teachers, lawyers, and members of other professions, who want to get away from confining urban occupations for a while.

This trip manager spoke highly of the guest riders. They join these parties because they want this kind of outdoor experience. He spoke highly also of the public officials with whom he dealt relative to use of trails, campsites, grazing, and other matters. Little opportunity exists for conflicts with other private interests since very few use the same areas.

Two major problems were mentioned as complicating the future success of wilderness trailriding. One involves the growing shortage of good riding and pack animals. Few horsebreeders remain in business in the high mountain country. Horses from lower altitudes apparently cannot adapt to the thinner air nor are they accustomed to the rocky, rough trails that must be followed. A few professional packers have begun breeding mares for off-season foaling in order to raise replacement stock and still use the mares in summer.

The second problem involves the constant pressures applied on public agencies to provide easier access to wilderness areas. It was claimed that hardly a place remains in true wilderness that is more than 50 miles from some kind of modern access. The plea was made for preservation at present by all means and as long as possible in the future. As this man observed, once gone, the wilderness never can be replaced.

This man spoke intently of the feelings experienced by the guest riders. Nowhere else can they acquire quite the same sense of pioneering and exploration. They lose this feeling of adventure when they cross a road or run across other evidences of modern technological encroachment on the remaining wilderness.

Plans for the future hinge largely on the demand for wilderness trips. Prospects are that demand will increase fairly rapidly and that new trips into other areas will be needed. The cost per person for each trip probably will remain relatively high because of the peculiar problems of logistics.

EXAMPLE 47: AN EASTERN TRAILRIDING OPERATION

An isolated mountaintop location accessible only with difficulty was selected more than a quarter-century ago by a young couple as home base for wide-ranging trailriding and camping activities.

About 35 guests at a time is the maximum this couple wants to accommodate. They prefer to keep the operations on a simple, personalized, family-type level. Dozens of applications for reservations are turned down compared with the 350 or so people who spend a few days or a few weeks at this ranch during the 5 months of the year it is open for business.

While horseback riding, trailrides, and overnight camping trips are a major attraction, a breeding herd of about 100 beef-type cattle is maintained on the roughly 1,500 acres owned. About 100 acres mowed for hay and another 400 acres of improved pasture are required for the beef operations and the 25 horses needed for riding during the summer. The remaining acreage is under timber management.

In addition to the husband and wife, seven cooks, waitresses, and maids; two stable hands; three year-round farmhands; and three extra hands are required to keep the operations functioning during the summer.

The buildings are kept consciously rustic--but comfortable. Four family-sized cabins and nine rooms in the ranchhouse are available for guests. The isolated location requires that the staff be housed on the place.

The guest list is selective and is built solely by word-of-mouth advertising. All sections of the United States are represented among the guests. Some are "buffs" sampling the trailriding in different areas. Others return here year after year. The owner stated that he now takes the third generation of some families on trail rides. This form of recreation is attractive because of the opportunities to "rough it" on trails and in crude overnight shelters located either on the ranch or on established trails in the adjoining national park. People can sit and loaf, swim in a cold lake, or hike along the trails if they wish; but the piece de resistance is the established 2 - 3 - 4 day, or longer, pack trips--especially, the annual outings sponsored by a national organization.

The pack trips cost about \$25 per person per day and include all services--food, sleeping bags, tents, horses, guides, cook, and so forth. Meals and lodging at headquarters cost \$11 to \$11.50 daily. Horses may be rented for individual rides, if they are available, although this seldom happens.

Horses are the crux of this operation, yet they are needed for a relatively short time. A working arrangement with the owner of a riding stable from a town nearby is that he provides the horses and gear for 40 percent of gross receipts from each horse plus the feed, care, and attention when the horse is in use. A few horses are owned by the ranch and kept there all year for ranch work as needed but the rest are moved away when the season is over.

The guest list for pack trips usually includes men and women in those age groups who can stand the rough activity. Level of income is less of a criterion than whether they are the kind who enjoy the rustic conditions and wholesome atmosphere.

This enterprise actually began as a depression-born lease on a fishing camp. Next was a 5-year lease of Park Service facilities, followed by the mortgaged purchase of the initial headquarter site in 1937 and a second tract in 1942 to provide a bridge between the main ranch and national parklands. A relatively small sum by today's standards, borrowed in those early years to establish and operate the facility, now is represented by a capital value of roughly \$250,000, of which possibly \$50,000 to \$60,000 is personal property and the rest is in land, buildings, and growing timber. The business is conducted as a partnership owned by the husband and wife. This organization will need to incorporate and sell stocks if plans now being studied result in a large investment for expansion.

Its location creates several problems for this enterprise. Bear protected on the national park

killed a flock of sheep several years ago and frequently kill cattle. Redress is difficult and killing the bear is legally dangerous.

Isolation also means personnel recruitment problems. Active young people want to get in to town. The seasonal nature of trailriding and camping requires that satisfactory employees must find other work during the winter and, often, they are not available when needed the next year. This situation is sufficiently critical that the owners are seriously studying possibilities of expanding operations to include a ski slope and facilities for other winter sports. A very large investment would be involved and also an appreciable increase in the overall size of recreation operations for food and lodging. One concern to this couple is whether the additional investment will pay. Another is that they already have a very satisfactory enterprise, work with congenial people, and (because of their age) should begin tapering off on the hard work.

A problem mentioned by this operator is that Park Service "policy" relative to the letter of the law about preservation of parks in their natural state prevents access to recreational resources. A case in point mentioned by this operator is that brush along trails used for many years is allowed to grow up and crowd in until pack horses no longer can get through. Former beautiful vistas are lost because trees have grown a solid curtain between the trail and the view. Maintenance on many trails has been abandoned despite a growing demand for recreation use. Additional trails are needed as well as the reconditioning of trails no longer passable.

As this operator expressed himself: "We don't want a lot of fancy stuff. All we need are simple facilities, a place to tie our horses, the right to cut a few tent poles as we need them, and a chance to use the trails by making them so we can get through."

Opportunities abound for expansion of this kind of recreation in this mountainous region. Alternative uses for the land are few. Forestry and this type of recreation can be complementary uses. Access acquisition to suitable areas for trails or camping areas might be difficult in situations where ownership is scatter among numerous private individuals.

This kind of recreation is predominantly non-consuming although it requires a small amount of disturbance in the "natural" conditions. Trails must be safe for horses and riders, a small amount of brushing out and clearing would provide greatly increased recreation benefits compared with the "conservation" losses.

According to this operator, pack trains and pack campers need separate camping spots with their own specialized facilities. Tie-up space for horses, where they can be fed and watered easily and left overnight safely, is a major problem in national park areas. These spaces must be kept isolated from regular from regular campsites because of the manure problem, the flies, the odors, and the noise. Separate camps are desirable also because horsemen and autoists usually have different camp standards and needs.

EXAMPLE 48: A SMALL PUBLIC RIDING STABLE

About 30 years ago a father and two sons bought adjoining, tenant-depleted farms lying roughly 15 miles from a regional urban center. These families rebuilt soil fertility through good management practices only to find that with changing times and market conditions their small general farms were no longer able to support them adequately.

The nearby urban center had proliferated during this period and city people were crowding the country roads seeking outdoor recreation opportunities. Visitors to one of these farms begged to ride the horses -- and were willing to pay for doing so. The farmer, who is a congenial sort, let them ride his idle animals. Word spread and friends brought friends to the farm for horseback riding. Before long, the demand was so great that this farmer sometimes unharnessed workhorses and let his fieldwork wait so that people could enjoy the riding.

Demand continued to grow and a full-fledged riding stable emerged. More horses were added and more area was needed for pasture and riding space. Cropland was turned into pasture and riding area, and the operator began renting parts of adjoining farms and stopped producing any crops except pasture.

Riding has been the major enterprise on this farm for the last 20 years. The husband and wife run the business together just as they had farmed together. A grown son who has full-time employment in the urban center during the week helps them during the weekend rush. He receives a small cash payment and other considerations for his services.

On weekend mornings, they begin saddling horses shortly after 9 o'clock and on nice days are kept busy until 3:30 or 4:00 in the afternoon in winter and into late evening in summer. In winter, the horses must be allowed to dry off and eat before nightfall as they are kept outdoors in open sheds or in the woods. In warm weather, a few regular customers are occasionally allowed to ride during the cool of the evening or in the moonlight. Regular customers also can arrange for rides earlier in the mornings and sometimes during the week. Generally, however, these owners feel that 2 days of concentrated activity each week are enough for both the horses and themselves. They have seriously considered numerous requests for riding lessons during the week, especially during summer vacation, but both husband and wife agreed that the nervous strain would be too great.

December is usually their poorest business month because of the weather and the holidays. Business picks up slightly in January and February if weather permits safe riding. The warming spring days bring out more riders, although riding sometimes must be closed down because the fields are too soft and muddy.

Rates charged are \$2 per hour, or \$1.25 for a half-hour. Both English and Western style saddles are available. Most of the riders are from the nearby urban center or are guests of regular riders. Riding ability ranges from people who have never

before been on a horse to others who have had extensive experience in the ring, on the range, or elsewhere. No advertising is needed to maintain an adequate clientele. Rates were raised 2 years ago, but this apparently had little effect on the demand for horses.

Customarily, the riding stock is about 25 head. Usually there are three or four colts around. A stallion is kept for breeding purposes and limited riding. Usually some of the horses are off their feed, lame, or have saddle sores or sore mouths, or some other ailment that prevents use. Mares in foal or in milk are used lightly if at all and then only by trusted riders. It is also necessary to gauge rider ability to handle individual animals. Some horses are too high-spirited, too strong, too unpredictable, or have habits that make them dangerous for inexperienced riders. Some of the older and more docile horses are saved for children and beginning riders. Others may not be useful for English-style riding. Still others become favorites with regular riders because of their gait, action, personality, or for other reasons.

Some of the horses develop bad habits after different people have ridden them for a time. If trusted regular riders can't straighten them out, these horses must be sold and replaced. A slow but fairly constant change in riding stock occurs for this reason and also as the owner grasps opportunities to buy likely animals. Normally, he buys six to eight horses a year and sells about the same number. Any of the horses are for sale if the price is right.

The number of riders varies widely from day to day, depending on the weather and other conditions. Roughly 50 riders is the maximum that can be handled because of the way they tend to bunch up. Groups frequently leave without riding during the peak of the day because all the horses are in use. A couple of hours later only a handful of riders may be out. It is often necessary to rest horses for a time after a hard ride even though potential riders are waiting.

If the numbers of riders could be spread out better and if all riders treated the horses properly, the number of people served could be increased considerably, although it was pointed out that when congestion is high, the nervous strain is great. The wear and tear on both family and horses is heavy.

There are no plans to increase the number of horses in use. This number is about all that can be carried on the 65 acres owned and the 45 acres rented. In fact, business may be curtailed soon because the rented land probably will be sold for real estate development and no other available land adjoins the farm. Other possible adjustment would be to reduce the usual herd of 20 to 25 beef calves bought each spring to help graze down the meadows, or the owner could buy more feed and simply expect the riders to use only the available 65 acres. Several regular riders probably would quit riding under these conditions.

The metropolitan area has grown rapidly and is sprawling up to this farm. A small subdivision was recently established behind it and speculators are

nibbling at nearby holdings. It will be only a matter of time until someone offers these people a price they can't afford to ignore or until conditions get so that they will give up the riding enterprise.

Real and personal property taxes on this place were appreciably more than doubled recently by a countywide reassessment. Rumor was that another increase was imminent. An appeal to the adjustment board was disallowed with the statement that this property was near subdivisions and was assessed at subdivision prices. They may very well sell--their real estate taxes this year on 65 acres used only for pasture and riding purposes (the residence is modest and the outbuildings have not been maintained) amount to almost \$100 a month.

Still another growing concern involves liability for accidents. The owners carried some insurance for a time until their lawyer advised them that the coverage was inadequate. Adequate coverage would be very expensive and hard to get. They now depend solely upon numerous posted signs disavowing responsibility for injury, try to match riders with suitable horses, and warn riders about the horses assigned.

Relatively few accidents occur. People fall off horses, get stepped on, or have other minor mishaps. A very few people have called to ascertain whether accident insurance was available to cover an injury, then dropped the case when they learned it was not. But, recently, a one-time rider started suit for alleged injuries and is claiming a large sum for pain, emotional disturbance, and other "losses." Regardless of the final outcome of this case, the owners will have expenses for lawyer's fees amounting to several hundred dollars. If they are unlucky and the case goes against them, their business could be wiped out. The question of insurance on this kind of enterprise is knotty and not easily solved.

So far, the income from the riding stable has been adequate to pay operating expenses and provide a satisfactory living for the family. The cost-price squeeze is increasing, however, and this couple is thinking more and more about selling out--they like the work, they like most of their guests, they don't particularly want to retire, but outside pressures are closing in.

This small private enterprise illustrates some of the very real economic problems of providing healthful outdoor recreation on the fringe of urban growth. It is an example of extensive land uses that could provide open space amenities and other urban values if society would recognize the situation.

Sprawling suburban development since World War II, the general speculative fever reflected in rapidly rising land values, and property taxes assessed on "the fair market value" have multiplied pressures on farms, estates, golf courses, and other low-intensity land uses on the fringes of urban growth. An unbalanced, undesirable, and ultimately expensive regional pattern of urbanization is developing. Operating or potential outdoor recreational enterprises, as well as site values related to access and open space, are being sacrificed.

EXAMPLE 49: A COMMUNITY-SPONSORED RODEO

Organized high school championship rodeo competition was first conducted at Hallettsville, Texas, in 1947. National competition followed there in 1949. As the movement took hold, the National Championship High School Rodeo Association was organized to insure a high level of integrity and sportsmanship for the contestants and the public standing of the activity. Professional rules and regulations for conduct of the competitions are used by the 18 separate State high school competitions as well as for the national rodeo.

The initial idea for high school rodeo competition was to capitalize on the interest American boys and girls have in ranch riding and to provide an opportunity for some of them to participate in a controlled sport that would help them become better sportsmen and better men and women. The first of these rodeos was closely related to the local high school program and to the agricultural (Future Farmers of America) activities. This focus was later abandoned as participants from other areas and other States joined in the annual competitions. Sponsorship for the activities varies by communities. In some, it may be the chamber of commerce, in others a service club or other group. In still others a special communitywide committee provides management on a voluntary service basis.

The Hallettsville rodeo is supported by the whole community. A committee representing major interest groups is in charge of the annual State competition. No local, county, or regional rodeos are held here. Nearly all local contestants enter other contests held in other parts of the State. The Texas State High School Rodeo has been self-supporting, although the local chamber of commerce has agreed to underwrite any losses.

The State championship rodeo of Texas is always held in Hallettsville because of the relatively large investment in facilities. Roughly \$25,000 have been spent for land, grandstands, pens, and other equipment. The bucking stock and cutting stock are rented. The boy and girl contestants furnish their own horses and equipment.

Staging a State championship rodeo costs about \$4,500. Roughly \$1,200 to \$1,500 is paid out in prize saddles, bridles, and other smaller items, three \$200 scholarships are awarded, about \$500 goes for advertising and \$500 for rider's numbers (mementos prized on a par with school letters). About a fourth of the gate receipts, less taxes, are paid to contestants on a mileage-traveled basis. This is the only subsidization provided. The effort is toward sportsmanship and away from professionalism in riding. The youngsters are encouraged to continue with their education and not become professional rodeo riders.

The Hallettsville Chamber of Commerce bought the rodeo grounds and donated them to the city. The buildings and grounds are maintained from rodeo funds. Repairs to bleachers and other wooden structures cost \$1,000 to \$1,200 annually in that climate.

Most of the work related to running the rodeo is donated labor. One secretary is paid for a few days during the year. Even the judges of events are provided only with hotel accommodations; they pay their own travel and other expenses. The governor usually attends during the last day of the rodeo.

Each rodeo can provide opportunities for about 300 boys and girls. Prizes are for roping, bareback riding, saddle bronc riding, steer wrestling, bull riding, barrel racing, and cutting-horse contest. Although girls do not compete in the rougher riding events, breadaway roping, barrel racing, pole bending, and cutting-horse events are popular with them. Nearly half of the entries are girls.

Growth in popularity of this sport is shown by the following: at the first (1947) State championship rodeo, calf roping was the sole activity and there were about 80 contestants. A girl's cutting-horse event was added the second year. Bareback riding, steer wrestling, and a girl's barrel race were added the third year, and the rodeo became a national championship event.

No entry fees are charged. Each contestant must have passing grades in school and cannot have graduated from high school prior to June of the rodeo year. Local people open their homes to the contestants, their parents, and other rodeo visitors.

One of the major benefits from this community activity has been the strong friendships that have developed between local families and the visitors, some of whom travel hundreds of miles to the rodeo. A second, and equally important, intangible benefit has been the growth of community pride in this annual event. The community is much less factional because of the cooperative efforts expended on this event. It has become an important social factor in community life.

The number of spectators ranges from 10,000 to 15,000 for a rodeo that lasts from Wednesday through Saturday. Usually about 5,000 attend on the final day. Gate sales the first year amounted to about \$5,000. Receipts rose to about \$8,000 but have dropped off in recent years as the novelty has worn off and as more high school rodeos are held in other places in the State and around the country. Many local riders compete in distant rodeos and some residents follow rodeos as other people follow baseball, football, or other sports.

Problems of recreationist control are relatively few. Traffic control, rowdiness, and similar problems are handled by city police and sheriff's staff. No drinking is tolerated on the grounds. Litter is a problem that volunteer clean-up must contend with. Adequate staffing for committees and events is donated by local citizens. A special Booster Committee from the Chamber of Commerce helps organize and arrange the labor force. All local organizations assist in many ways. Part of the repair expense each year has been for broken windows and other types of petty vandalism caused by irresponsible people during the year. Minor incidents are bound to occur, but no recurrence of important types of problems with people was mentioned. The widespread, active, com-

munity interest and the publicity about the rodeo have held to a minimum many possible types of problems.

Plans for the future are to carry on at about the same level. The number of events probably will not be increased, and the number of finalists cannot be increased perceptibly, because of the time element. Community interest and community volunteer efforts would not justify more than one event a year.

WINTER SPORTS

Recreation on snow and ice has been an important social activity for many years. Sledding and ice-skating parties, sleighrides, and ice fishing were the heritage of many people still living who grew up in rural communities of the northern areas.

Commercialized winter snow sports started in various parts of New York State and New England in the 1920's and 1930's. Special weekend snow trains conveyed urban people into the mountains, where they made lodges and private homes their headquarters for skiing on the snowy slopes. The first commercial ski tow was installed in Woodbridge, Vermont, in 1936.

Increasing amounts of leisure time, better incomes, and a growing interest in outdoor sports have been important factors in the spread of winter sports across the Nation wherever slopes, cold weather, and adequate snow could be found reasonably close to transportation and housing facilities. Several recreation areas on the margins of these "natural" conditions have augmented natural snow with artificially made snow for ski slopes and jumps.

Four case examples of skiing operations are described here. Two are of skiing areas and two are of lodge and lift operations. Reference also should be made to Example 1, a small year-round resort, for an additional example of adjustments to the growing interest in winter sports.

EXAMPLE 50: A SKIING AREA IN THE INTERMOUNTAIN STATES

A stock corporation operates four chair lifts in a Forest Service recreation area under a 20-year lease. The first lift was built in 1938, and others were added as demand grew.

Membership in the corporation includes more than 100 residents in a nearby metropolitan area. Their investment now amounts to more than \$1.5 million in the lifts, quarters for staff, small restaurant or snack bar on the mountain, and other equipment. The newest lift cost in excess of \$200,000 installed.

The combined capacity of the four lifts is almost 1,400 persons per hour. Two are single-chair and two are double-chair lifts. The oldest lift is really too small and inefficient, but it is operated as needed--and also as required under the lease. The

others are run continuously from 9:30 a.m. to 4:30 p.m. from mid-November to March 1 and from 9:30 a.m. to 5:00 p.m. March 1 to April 30.

Charges for riding the lifts are adjustable to fit individual needs. Single rides cost \$0.25 on the smallest lift and \$0.60 each on the others. In this way, beginners or those who wish to ski for only a short time can get part way up the mountain. Two 60-cent tickets would be required to reach the top under this arrangement. A daily pass for \$2.25 allows the skier to use the small lift as frequently as desired. The daily rate for use of all lifts is \$4. A week-long package deal including meals, lodging, lift use, and a daily ski lesson is available for from \$92 to \$200 per person, depending upon the accommodations.

Rounded totals of ticket sales during the 1959-60 season illustrate the variation in choice of facilities used. These represent 4,800 single rides, 5,100 books of 10 rides each, 7,300 afternoon tickets and 2,300 morning tickets, 20,000 day passes, and 1,420 ski-weeks (equivalent to 7-day tickets). Although the number of skier-days represented could not be calculated, there is little doubt that between 40,000 and 50,000 persons used the lifts during the season.

Gross sales during the 1959-60 season were about \$195,000. This was an increase of \$20,000 from the 1958-59 season. An appreciable growth in activity occurred, although much of the apparent net profit was offset by installation of the \$200,000 lift. Requirements for new equipment keep pace with the growth in numbers of skiers using the area. This business pays for the variable costs, depreciation on equipment, and a small contingency fund. No dividends have been taken by stockholders.

The association was established to develop ski facilities in this winter recreation area and to encourage growth of a new enterprise for the area. Its policy is to continue building additional lifts as the demand grows. It borrows funds to build each new lift and hopes to pay off most of the loan from the proceeds of the increased traffic before a new loan is needed for another expansion. An application has been submitted for a new lease that would allow construction of a fifth lift in the summer of 1962. Suitable sites are almost unlimited in this winter sports area of the National Forest. The Forest Service has been cooperative in lease arrangements.

The skiers using these facilities are of all ages "from 2 to 72," depending only upon their financial ability to pay the rates and their ability to ski. Users fall into two distinct groups: (1) residents of a nearby metropolitan area who drive up the mountain for recreation by the day, and (2) weekend or longer guests who reach the region by train or plane. California and the Midwest are represented heavily in this latter group. The number of guests from farther east has increased in the last few years. Most of the out-of-State visitors are white-collar people who can afford relatively expensive vacations. The weekly package deal is popular with these users.

Personnel required to operate the series of lifts

during the week include the manager, a superintendent of lifts, 2 subforemen, and 17 men on ski patrol as watchmen or performing other tasks. About 20 additional men are needed for weekend rush work. These men usually have regular jobs in town or are college students who want to spend their weekends in the mountains. The summer staff consists of the manager, the superintendent of lifts, the two subforemen, and two men on maintenance. These men are the core of the winter season staff and are kept on permanent payroll.

The problems involved in this example are relatively insignificant--the manager tries to anticipate trouble spots and takes countermeasures before difficulties arise. The equipment and operation methods are designed to take care of the poorest or least efficient user. Possibilities of danger always exist for the novice or the unwary. Obviously unskilled skiers are discouraged from using the high lifts, and the ski patrol is available to help skiers who injure themselves, get lost, or wander into danger zones. Most skiers are gentlemen and ladies who know the sport and cause little trouble. The Forest Service maintains an avalanche patrol, and provides safety inspection of equipment and other services to protect the skiers. All of them are needed and the responsible personnel have been generally reasonable and cooperative.

Insurance rates in this business are high. Until recently, the charge was \$3 per \$100 of gross business. This rate was based on national experience. Operators with good safety records were penalized. More recently, this firm was able to get its rate reduced to about \$2.25 per \$100 based on its individual experience record.

Although not a problem in this immediate recreation area, the operator expressed opposition to the Forest Service practice of putting new areas for lease up on bid. Inexperienced and inept operators, he contended, tend to bid unsoundly high in order to win the lease. This can cause trouble for others and hurt the growing winter recreation uses of forest lands. The experience and competence of potential lessees to provide safe and efficient service needs to be emphasized, according to this operator.

The operator spoke highly of local Forest Service personnel--he didn't always agree with them and they didn't always agree with him, but differences were adjusted in mutually acceptable terms. He recognized that most of the regulations are needed to protect the public interest or that, in some instances, apparently unreasonable requirements were out of the control of local men.

Plans for future growth are to try to build lifts as the demand warrants. Additional Forest Service leases are anticipated to be available as they are needed for the program.

EXAMPLE 51: A SKI OPERATOR IN NEW ENGLAND

A private inholding of about 150 acres in western New England provides winter recreation for skiers

and summer recreation for sightseers. It is surrounded by a National Forest.

During a good winter weekend, possible 6,000 skiers utilize the seven lifts and the numerous slopes and trails on this property. Probably 100,000 people ski here during the season. Additional thousands of sightseers utilize the lifts during the summer tourist season for picnics, hiking, or to reach the panoramic view from the mountaintop. Hunting is allowed on part of the property during the hunting season.

The ski lift facilities include a double chairlift, a Poma lift, J-bars, and rope tows. In addition to the ski lifts, the facilities include two cafeteria-shelters, a ski shop, a ski school, a nursery, and a parking lot. The cafeterias can seat 1,200 persons.

The skiing season is from about December 25 to March 31. Most of the visitors are from New York City and spend weekends skiing in the area. They must find housing accommodations in the vicinity because this corporation operates only the ski facilities.

The lifts also operate from May 27 to May 30, weekends through June 25, and daily from June 26 through October 22, for recreationists who want to sightsee, picnic, or hike on the mountain slopes.

Anyone except unaccompanied small children is allowed to use the lifts. Most of the skiers are young adults. Many of them return year after year for several weekends of skiing during the season.

Rates charged depend upon the services needed. A family special rate for the lifts, for example, is based on \$5.50 for the first parent, \$3.25 for the second parent, and \$3.25 apiece for each child under 16. Books of 20 coupons, good on any of the lifts, are available for \$4. Season tickets are available for \$125 for adults, or \$90 for juniors. A "Learn to Ski" rate of \$25 for 5 days' use (Monday through Friday) includes unlimited use of lifts, daily class lessons, and a 25-percent reduction on rental-equipment rates. Charges vary for the different lifts; they are \$1 more on weekends and holidays than during the week. Forty ski instructors are available to give lessons, which range in cost from \$20 for 8 class lessons or \$4 per 2-hour class lesson to \$10 for a 1-hour private lesson. The nursery charges \$1 per hour for a family's first child, and \$0.50 per hour for each additional child. The ski shop sells skis, boots, and poles, or they can be rented by paying a deposit plus a daily rental at rates that vary according to the type of equipment desired.

Hours of operation during the summer are from 9:45 a.m. to 5:00 p.m. during the week and 9:45 a.m. to 6:00 p.m. on weekends and holidays. The crew operates the lifts a bit later on days when large crowds arrive shortly before closing time.

Summer roundtrip fares on the lifts are \$1.50 for adults and \$1 for children 12 years old and under; children under 6 years old are admitted free. Special groups such as campers, Scouts, and others traveling in supervised groups are admitted for \$0.75 each. Tours or groups of 20 or more adults are charged \$1.25 apiece.

The capital investment for this enterprise is about

\$450,000, of which the ski lifts account for about \$185,000, the buildings and other facilities \$250,000, and the land about \$15,000. In summer, the staff includes 11 full-time and 4 or 5 part-time employees. This number is increased to about 125 people during the height of the skiing season. Some of the temporary employees frequently are high-cost, poor-quality labor.

Gross annual income is in the range of \$500,000 and operating costs take about 90 percent of it. The corporation sold stock originally to finance its operations and does not need to borrow funds for operation or expansion. Some thought is currently given to possible expansion of ski facilities, but no definite decision has been reached.

The guests cause no particular difficulties, although a considerable amount of littering sometimes occurs. Highway crews were reported to create considerable ill will by pushing snow onto parked cars and blocking parking lot entrances.

EXAMPLE 52: A SUCCESSFUL SKI LODGE

Close to timberline on one of our national forests of the Intermountain States, a privately owned ski lodge operates from about Thanksgiving Day to the end of April under a Forest Service lease. Ski slopes and lifts in the area under other management or ownership provide recreation facilities for guests at this lodge.

The lodge, owned by a three-man corporation, was built about 20 years ago and has been under present management for the last 10 years. Its lease is for 20 years, with an annual fee of \$150 minimum plus 1.5 percent of gross receipts. The area involved is only slightly larger than that required for the building.

Lodge capacity is 64 guests. In addition to two dormitories (one for men, one for women), the sleeping rooms are doubles with a few equipped to hold four guests. A new wing was added in 1959 to allow for office space, additional storage, and a small increase in room capacity. The increased capacity required an amended lease from the Forest Service and coincided with an increased leasing charge. The net result was that the larger gross income provides practically no more net return than was realized before.

Most guests of this lodge are white-collar people. About 99 percent of them come from outside the State. They are ski enthusiasts who can afford to travel considerable distances and stay for several days. Most of them arrive at the nearest city by train or plane and are transported to the lodge by a charter bus service. Most stay for a full week. They seldom return for additional skiing during the same season, but 85 to 90 percent of them return year after year.

Lodge rates for American plan accommodations range from \$8.75 per day in the dormitory to the de luxe accommodations at \$20 per person daily.

This lodge grossed \$75,000 in 1958-59 and about \$98,000 in 1959-60. Business has increased in recent years although it has hardly kept abreast of expenses. A very small profit was reported last year. The 1960-61 winter season appeared to be showing slight gain over the previous season, although the weather had been unfavorable for satisfactory skiing.

The winter staff (mid-November to May 1) amounts to 18 or 19 employees including managers and office staff, kitchen staff and waitresses, housekeeper and maids, and two handymen. The staff is slightly larger than would normally be needed because a prerequisite of employment for most of these employees is that, in addition to room and board (and wages), they have time off for skiing. Several of the employees have taken leaves of absence from their regular employment to spend the winter season at the ski lodge.

The off-season staff consists only of the manager and assistant manager. Maintenance and repair workers are hired as needed during the summer.

Plans for the future involve little change from the present. Profit incentives and leasing conditions are not favorable for expansion. A nearby city government whose water supply comes from the adjacent highlands has caused considerable difficulty for this operator and several others interviewed. Despite studies and reports by expert sanitation engineers relative to the situation, the officials continue to require expensive and burdensome sanitation methods at private cabins and resorts.

A lesser problem concerns the morale of employees and of guests if the weather is bad for several days. Living together in rather confined quarters isolated from other contacts, people tend to get a mild form of "cabin fever." The manager has learned to anticipate these upsets and to take countermeasures that will keep everyone busy.

Very few problems occur with the guests. They spend much of their time during the good days on the slopes, and they retire early. On days when skiing is poor they are relatively easily entertained.

Relations with representatives of other government agencies were reported as reasonably satisfactory. Rules and regulations apparently were reasonable, and no one else was bearing down on the operators.

EXAMPLE 53: A WINTER SPORTS OPERATION IN DIFFICULTIES

An example of self-made difficulties was found in one of the National Forest recreation areas where the operator decided to develop an area for winter sports. He acquired several privately owned inholdings within the forest and leased some tracts from the Forest Service. He now owns or leases approximately 2,500 acres of mountain slopes and valleys.

Part of the new improvements was placed on Forest Service land under a 20-year lease arrangement. Part is located on both public and private lands. Construction of headquarters buildings still

during the week include the manager, a superintendent of lifts, 2 subforemen, and 17 men on ski patrol as watchmen or performing other tasks. About 20 additional men are needed for weekend rush work. These men usually have regular jobs in town or are college students who want to spend their weekends in the mountains. The summer staff consists of the manager, the superintendent of lifts, the two subforemen, and two men on maintenance. These men are the core of the winter season staff and are kept on permanent payroll.

The problems involved in this example are relatively insignificant--the manager tries to anticipate trouble spots and takes countermeasures before difficulties arise. The equipment and operation methods are designed to take care of the poorest or least efficient user. Possibilities of danger always exist for the novice or the unwary. Obviously unskilled skiers are discouraged from using the high lifts, and the ski patrol is available to help skiers who injure themselves, get lost, or wander into danger zones. Most skiers are gentlemen and ladies who know the sport and cause little trouble. The Forest Service maintains an avalanche patrol, and provides safety inspection of equipment and other services to protect the skiers. All of them are needed and the responsible personnel have been generally reasonable and cooperative.

Insurance rates in this business are high. Until recently, the charge was \$3 per \$100 of gross business. This rate was based on national experience. Operators with good safety records were penalized. More recently, this firm was able to get its rate reduced to about \$2.25 per \$100 based on its individual experience record.

Although not a problem in this immediate recreation area, the operator expressed opposition to the Forest Service practice of putting new areas for lease up on bid. Inexperienced and inept operators, he contended, tend to bid unsoundly high in order to win the lease. This can cause trouble for others and hurt the growing winter recreation uses of forest lands. The experience and competence of potential lessees to provide safe and efficient service needs to be emphasized, according to this operator.

The operator spoke highly of local Forest Service personnel--he didn't always agree with them and they didn't always agree with him, but differences were adjusted in mutually acceptable terms. He recognized that most of the regulations are needed to protect the public interest or that, in some instances, apparently unreasonable requirements were out of the control of local men.

Plans for future growth are to try to build lifts as the demand warrants. Additional Forest Service leases are anticipated to be available as they are needed for the program.

EXAMPLE 51: A SKI OPERATOR IN NEW ENGLAND

A private inholding of about 150 acres in western New England provides winter recreation for skiers

and summer recreation for sightseers. It is surrounded by a National Forest.

During a good winter weekend, possible 6,000 skiers utilize the seven lifts and the numerous slopes and trails on this property. Probably 100,000 people ski here during the season. Additional thousands of sightseers utilize the lifts during the summer tourist season for picnics, hiking, or to reach the panoramic view from the mountaintop. Hunting is allowed on part of the property during the hunting season.

The ski lift facilities include a double chairlift, a Poma lift, J-bars, and rope tows. In addition to the ski lifts, the facilities include two cafeteria-shelters, a ski shop, a ski school, a nursery, and a parking lot. The cafeterias can seat 1,200 persons.

The skiing season is from about December 25 to March 31. Most of the visitors are from New York City and spend weekends skiing in the area. They must find housing accommodations in the vicinity because this corporation operates only the ski facilities.

The lifts also operate from May 27 to May 30, weekends through June 25, and daily from June 26 through October 22, for recreationists who want to sightsee, picnic, or hike on the mountain slopes.

Anyone except unaccompanied small children is allowed to use the lifts. Most of the skiers are young adults. Many of them return year after year for several weekends of skiing during the season.

Rates charged depend upon the services needed. A family special rate for the lifts, for example, is based on \$5.50 for the first parent, \$3.25 for the second parent, and \$3.25 apiece for each child under 16. Books of 20 coupons, good on any of the lifts, are available for \$4. Season tickets are available for \$125 for adults, or \$90 for juniors. A "Learn to Ski" rate of \$25 for 5 days' use (Monday through Friday) includes unlimited use of lifts, daily class lessons, and a 25-percent reduction on rental-equipment rates. Charges vary for the different lifts; they are \$1 more on weekends and holidays than during the week. Forty ski instructors are available to give lessons, which range in cost from \$20 for 8 class lessons or \$4 per 2-hour class lesson to \$10 for a 1-hour private lesson. The nursery charges \$1 per hour for a family's first child, and \$0.50 per hour for each additional child. The ski shop sells skis, boots, and poles, or they can be rented by paying a deposit plus a daily rental at rates that vary according to the type of equipment desired.

Hours of operation during the summer are from 9:45 a.m. to 5:00 p.m. during the week and 9:45 a.m. to 6:00 p.m. on weekends and holidays. The crew operates the lifts a bit later on days when large crowds arrive shortly before closing time.

Summer roundtrip fares on the lifts are \$1.50 for adults and \$1 for children 12 years old and under; children under 6 years old are admitted free. Special groups such as campers, Scouts, and others traveling in supervised groups are admitted for \$0.75 each. Tours or groups of 20 or more adults are charged \$1.25 apiece.

The capital investment for this enterprise is about

\$450,000, of which the ski lifts account for about \$185,000, the buildings and other facilities \$250,000, and the land about \$15,000. In summer, the staff includes 11 full-time and 4 or 5 part-time employees. This number is increased to about 125 people during the height of the skiing season. Some of the temporary employees frequently are high-cost, poor-quality labor.

Gross annual income is in the range of \$500,000 and operating costs take about 90 percent of it. The corporation sold stock originally to finance its operations and does not need to borrow funds for operation or expansion. Some thought is currently given to possible expansion of ski facilities, but no definite decision has been reached.

The guests cause no particular difficulties, although a considerable amount of littering sometimes occurs. Highway crews were reported to create considerable ill will by pushing snow onto parked cars and blocking parking lot entrances.

EXAMPLE 52: A SUCCESSFUL SKI LODGE

Close to timberline on one of our national forests of the Intermountain States, a privately owned ski lodge operates from about Thanksgiving Day to the end of April under a Forest Service lease. Ski slopes and lifts in the area under other management or ownership provide recreation facilities for guests at this lodge.

The lodge, owned by a three-man corporation, was built about 20 years ago and has been under present management for the last 10 years. Its lease is for 20 years, with an annual fee of \$150 minimum plus 1.5 percent of gross receipts. The area involved is only slightly larger than that required for the building.

Lodge capacity is 64 guests. In addition to two dormitories (one for men, one for women), the sleeping rooms are doubles with a few equipped to hold four guests. A new wing was added in 1959 to allow for office space, additional storage, and a small increase in room capacity. The increased capacity required an amended lease from the Forest Service and coincided with an increased leasing charge. The net result was that the larger gross income provides practically no more net return than was realized before.

Most guests of this lodge are white-collar people. About 99 percent of them come from outside the State. They are ski enthusiasts who can afford to travel considerable distances and stay for several days. Most of them arrive at the nearest city by train or plane and are transported to the lodge by a charter bus service. Most stay for a full week. They seldom return for additional skiing during the same season, but 85 to 90 percent of them return year after year.

Lodge rates for American plan accommodations range from \$8.75 per day in the dormitory to the de luxe accommodations at \$20 per person daily.

This lodge grossed \$75,000 in 1958-59 and about \$98,000 in 1959-60. Business has increased in recent years although it has hardly kept abreast of expenses. A very small profit was reported last year. The 1960-61 winter season appeared to be showing slight gain over the previous season, although the weather had been unfavorable for satisfactory skiing.

The winter staff (mid-November to May 1) amounts to 18 or 19 employees including managers and office staff, kitchen staff and waitresses, housekeeper and maids, and two handymen. The staff is slightly larger than would normally be needed because a prerequisite of employment for most of these employees is that, in addition to room and board (and wages), they have time off for skiing. Several of the employees have taken leaves of absence from their regular employment to spend the winter season at the ski lodge.

The off-season staff consists only of the manager and assistant manager. Maintenance and repair workers are hired as needed during the summer.

Plans for the future involve little change from the present. Profit incentives and leasing conditions are not favorable for expansion. A nearby city government whose water supply comes from the adjacent highlands has caused considerable difficulty for this operator and several others interviewed. Despite studies and reports by expert sanitation engineers relative to the situation, the officials continue to require expensive and burdensome sanitation methods at private cabins and resorts.

A lesser problem concerns the morale of employees and of guests if the weather is bad for several days. Living together in rather confined quarters isolated from other contacts, people tend to get a mild form of "cabin fever." The manager has learned to anticipate these upsets and to take countermeasures that will keep everyone busy.

Very few problems occur with the guests. They spend much of their time during the good days on the slopes, and they retire early. On days when skiing is poor they are relatively easily entertained.

Relations with representatives of other government agencies were reported as reasonably satisfactory. Rules and regulations apparently were reasonable, and no one else was bearing down on the operators.

EXAMPLE 53: A WINTER SPORTS OPERATION IN DIFFICULTIES

An example of self-made difficulties was found in one of the National Forest recreation areas where the operator decided to develop an area for winter sports. He acquired several privately owned inholdings within the forest and leased some tracts from the Forest Service. He now owns or leases approximately 2,500 acres of mountain slopes and valleys.

Part of the new improvements was placed on Forest Service land under a 20-year lease arrangement. Part is located on both public and private lands. Construction of headquarters buildings still

was underway after several years of planning; dealing with city, county, State, and Federal agencies over numerous regulations; and other issues. This person recognizes that his public relations have left much to be desired.

He has proceeded with his development program despite the legal difficulties, and says he has invested nearly \$2 million already in lodge, lifts, rest huts, and other improvements and has plans for additional investments in excess of \$1.5 million. Partially as a result of legal difficulties, this operation was inoperative during the peak of the 1960-61 winter season.

This recreational operation has lost substantial sums during each year since it was opened for business. The operator mentioned expenses for remodeling some equipment and the need to build up a clientele. He had anticipated losses for the first 5 or 6 years.

His ski lift equipment includes Poma, T-bar, and double chairlifts. At least one more lift is planned for early construction and other plans include a ski jump, additional hotel facilities and recreation center, additional dormitory wings and luxury rooms on the present lodge, additional parking spaces, and so forth. One phase of plans for future development includes an active summer headquarters program for groups of college-age young people. He maintains that skiing alone will not support the kind of establishment he has planned.

Most of the skiers currently using his facilities are day users from the nearby metropolitan area. The lodge is incomplete and not yet equipped for overnight lodging.

Fees charged for the lifts, when operating, are \$2.50 per day on the Poma lift or a \$3.50 daily area pass for all lifts. The equipment has never operated during a full season, and no estimate of the numbers of actual or potential guests was available.

Although the plans could be modified to meet present legal requirements or practical alternative programs could be arbitrated, the future of this operation is in doubt.

RECREATION ON AN INDIAN RESERVATION

Most of our case studies are relatively simple business organizations, managed by single families or corporations. An outstanding example of commercial development by a community is discussed next.

EXAMPLE 54: THE WHITE MOUNTAIN RECREATION ENTERPRISE

The White Mountain Apache Indians of east-central Arizona have embarked on a massive recreation development program that encompasses essentially their entire reservation. The area is 2,600 square miles, or about 1.6 million acres, ranging in altitude

from 2,700 to more than 11,000 feet and in climate from semidesert to subalpine.

This recreation enterprise is managed by the Tribal Council and operated to make a profit, if possible, for its tribal owners at the same time that it provides employment and training for large numbers of residents. The council adopted a plan of operations and management methods similar to corporation bylaws. These needed approval from the Bureau of Indian Affairs, which is responsible by law for all tribal moneys. An enterprise manager was hired under contract to supervise the program, promote tourism to the reservation, cooperate with public agencies, guide the development program, and so forth.

The program was started in December 1954 with construction of a 15-unit motel and gas station at an important highway junction on the reservation and preparation of some camping areas. These were followed by more camping and picnic areas, and construction of dams, trails, and other facilities. Two full years of preparation were required before any appreciable tourism could occur. The first income year was 1957 and the first profits were made in 1958. Trade has increased 25 percent each year. A very slight dip in growth occurred in 1960 because of the recession.

Camping areas range upward in size from space for one car and no facilities to others with most modern conveniences. The largest has 50 camping units with toilets, tables, and other facilities. About 700 camping units are available now and others will be added as the program develops. Camping and picnicking are free for the first 10 days. A small fee is charged for staying longer in the same area. Fees are not collected for the shorter stays for two important reasons. First, because of the large geographical areas involved, the administrative and patrol costs would be high. Second, the enterprise is interested in attracting as many visitors as possible, assuming that the income from fishing permits, boat rentals, sale of groceries and supplies, and other services to tourists using the free camping areas will be adequate reimbursement. In the meantime, the free camping is an added incentive for prospective visitors. Camping fees will be charged when large numbers of campers can be concentrated in specific areas.

The recreation enterprise owns three motels with a total of 37 units, five service stations with tackle stores and light groceries, five man-made lakes averaging 30 acres of water surface each and a sixth of 250 acres, plus a dozen or more "tanks" holding up to one surface acre of water each. Twenty additional sites have been surveyed, and construction on some is to start shortly. Two boat concessions on two lakes have a total of 87 rental boats. Horses are available for riding, under a concession.

Intensive development of a large recreation area is planned for the largest lake. This will include a grocery and concession, a hotel-motel with restaurant a public campground, an 18-hole golf course, a winter sports area with ski tow, an area with 500

homesites on 25-year leases, rental boats, horses, and other facilities as the need developments. Even in its undeveloped stages, homesite leaseholders of this project already represent seven States.

The rates charged for accommodations vary with location and quality. Cabins for four persons at \$7 per day, or \$42 per week, are available at Tonto Lake. At the Apache Indian Pine site, rates are: single units, \$4.50 a day and \$27 per week for one person; \$7.50 a day and \$45 per week for two persons. Duplex units \$7 a day and \$45 per week for two persons; \$12 a day and \$72 per week for three persons. An additional charge of \$1 per day is made for each additional person. All units have double beds. Trailer spaces are \$1.50 per day, \$10 per week, or \$30 per month. Camp trailer spaces are \$1.50 per day, \$8 per week, or \$25 per month. At Hon-Dah Motel, the rates for single units with double beds are \$8.50 per day, or \$51 per week; twin beds, \$9 per day, or \$57 per week. Kitchen facilities are an additional \$1 per day or \$6 per week. Duplex units range from \$9.50 a day to \$111 per week.

Where boating is possible, metal boats are available for \$1 per hour, \$3 per half-day, or \$5 per day.

Other special recreation features include guided trail rides and hikes over parts of the reservation (including its 130,000-acre wilderness area), tours to the ruins and historical sites, all-Indian rodeos, tribal fairs, ceremonial dances, and visits to shops.

Guides are available, at \$12 a day, for hunting, fishing, hiking, or riding. They will guide up to four people but try to limit hunting and fishing parties to two people per guide.

The majority of the recreation clientele comes from Phoenix and Tucson, although advertising and articles in magazines with nationwide coverage has increased the traffic from southern California, El Paso, Albuquerque, and other more distant places. Most travel is by automobile since the high elevations at developed areas would require a long airstrip. Most of the visitors (except hunters) are families. The average stay is about 3 days--most people stay over the weekend, although some camp for a week or more. The heaviest traffic is from May 1 to Labor Day.

Nontribal hunters and fishermen must have valid Arizona licenses and the necessary reservation permits. The fishing permit rates are \$0.60 for the first day and \$0.30 for each additional day, or \$3 for a 10-day permit. A season permit is \$15 for non-residents; reservation residents (nontribe) may buy \$10 season fishing permits.

Fees for non-Indians hunting on tribal lands are as follows: elk, \$15; bear, \$2; Javelina, \$1; and waterfowl and dove, \$2.

The U. S. Fish and Wildlife Service operates a large fish hatchery on the reservation and is responsible for stocking the streams and lakes. About 80,000 pounds of adapted fish of all sizes will be stocked in reservation waters during 1961. Additional hatching facilities to serve the growing needs of this region are being built.

The fishing is predominately trout, although bass

and channel catfish are increasing in the lakes and adapted streams. Several headwaters streams are posted against fishing to preserve the spawning grounds of native trout. With about 300 miles of trout fishing on the reservation, the Tribe controls half the fishing streams in the State. Some reaches of streams, where fishing drain is heavy, are operated virtually on a "put and take" basis. Others, less heavily fished, were stocked or restocked when the program started and are essentially self-sustaining.

Wildlife on the reservation includes deer, elk, antelope, bear, javelina, wild turkey, beaver, grouse, dove, wild pigeon, various other small animals and birds. Many types of predators also inhabit the region and may be hunted or trapped by permit under specified conditions.

Hunting by nontribal persons is limited to elk, bear, javelina, waterfowl, and dove. Bag limits apply to all except javelina and bear. About 400 elk permits were issued in 1960.

Deer hunting, currently restricted to tribal members, probably will be opened to the public within a few years. The Indians do not take adequate numbers and the herd is growing too large for the available range.

Antelope, introduced a few years ago, are multiplying rapidly. An open season on them may be practical by about 1965.

Wildlife and recreation must be compatible with other uses for the reservation lands. The Tribe currently has in excess of 20,000 beef cattle in its selected breeding herd. Sustained-yield logging is practical in the high country. Timber cutting provides access to hunting and fishing areas, improves wildlife habitat, and helps with water-production management. Logging along streambeds and around other intensive recreation areas is controlled. All enterprises must be operated on the general principle of multiple-purpose use.

About 50,000 visitors use the recreation facilities on the reservation during a holiday weekend. Visits in 1960 approached one million person-days. Paid permit fishing amounted to 150,000 man-days in 1960. This will increase as facilities are built, as stocking increases, and as the area becomes better known. The plans for growth during the next 5 years will provide for accommodating 200,000 visitors at a time (roughly a fourfold growth in facilities). Addition of winter sports, including a ski tow and ice fishing, will increase the present drawing power more than proportionately.

In addition to the land, roads, and other facilities already available, the recreation enterprise had about \$900,000 invested by 1960 and plans to add another \$1.5 million by 1965. To date, no funds have been borrowed except from within the Tribe. The large future investment will require some outside public or private financing.

The enterprise's gross business for 1960 was approximately \$620,000. A gross of about \$900,000 was expected for 1961.

Employment is provided for about 40 persons on a year-round payroll and increases to 90 seasonally.

The regular staff includes 5 administrative and office personnel, 4 game wardens, 11 maintenance men, and 20 store and gas station attendants. Seasonal employment expansion occurs primarily in the attendant, camp maintenance, and construction categories. Indians comprise 80 percent of all employees. Tribal members have first priority on available jobs if they can handle the work--part of the program is to train people for the jobs. The local payroll of \$180,000 in 1960 helped convince more tribal members that the recreation enterprise is of benefit in raising their levels of living.

The annual work program is planned to retain as many employees as possible during the slack tourist season. Major maintenance, construction, repair, signboard preparation, and similar projects are programmed for the off season.

Perhaps the greatest problem encounter is to keep ahead of the growing demand for recreation facilities. Some littering occurs, although it is not heavy--roadside litter is the worst, and it is admitted that local residents may be the worst offenders. Some vandalism occurs, largely by teenagers from off the reservation. Tribal law and control apparently are sufficiently strong to hold the resident teenagers in check reasonably well.

Most campers were reported as very careful with their campfires, and fire control around camping areas is not a serious problem except in extremely dry seasons. Four Tribal Game Wardens patrol the areas constantly and the Agency Fire Control Branch hires additional lookouts and other personnel during the dry months.

An interesting note about liability insurance was brought out. The enterprise carries complete liability insurance on all of its activities--except the horse concession. The cost of liability insurance on this enterprise is high, almost prohibitive. This is the only concession sublet to a non-Indian operator.

Controversy over water rights has occurred between the Indians and the water users in the valley. The water users and the State recognize no water rights for the Fort Apache Indian Reservation. Solution to this dispute hinges on a case before the Supreme Court. The Indians maintain that their small impoundments are adding to the sustained yield by recharging the underground flow and are not reducing the water supply to downstream users.

One local problem is the lack of suitable recreation for the Indian teenagers. A tribal program of summer work and study for 6 to 8 weeks has been instituted. Boys are taken to a woods camp where they perform constructive work along lines of the former CCC for their board and room plus \$6 a day toward their school needs. Teenage girls are taken to another camp where they also are provided programs of education and training. This program has been so well received that a group of Indian boys from a Colorado River tribe asked to cooperate in the program during 1960. Results were favorable in the exchange of ideas and broadening of the boys' acquaintances. The program may be expanded soon to bring in about half nonresident boys for the social

benefits to reservation boys from mixing with a wider range of people.

The manager spoke highly of relations with Federal and State agency employees whose duties required cooperation on the reservation. The Tribal Council also was praised highly. Apparently, much opposition to the recreation enterprise existed among the Tribe and within the council when the idea was first discussed. These groups were won over in time. The council uses a board of directors in its relations with the recreation enterprise. It recognizes that principles of business management must apply, and it has kept the business aspects separated from tribal politics. The program has been so successful that 21 other tribes have sent representatives here to observe and study possibilities for adapting parts of the program on their reservations.

Although the outdoor recreation business is highly competitive and tends to be seasonal, the Apaches anticipate that the growing demand for water-based facilities and high altitude, cool, climate, and scenery will justify the expansion program.

EXAMPLES WITH RECREATION AS A SECONDARY INTEREST

PROGRAMS OF INDUSTRY

Numerous industries provide many kinds of recreational opportunities ranging from conducted tours through production plans and laboratories to free lectures, free exhibits, donations for public purposes, and other services. Despite a common public impression, most industrial executives recognize the need for favorable public relations. They depend upon the public for a market and often must depend upon its backing in efforts for legislation at local, State, and national levels. Roadside parks, ball fields, and community parks donated and often maintained at company expenses are part of the public relations effort.

Less frequently in the spotlight are the quiet programs of cooperation with fish and game agencies, sportsmen's groups, and others whereby privately owned timber lands or mining lands are made available for hunting, and the waters are made available for fishing, boating, and other water sports.

Individuals frequently forget that these lands and waters are private property, taxes are being paid on them, management costs are incurred on them, and that the owners may be financially liable for injuries suffered by "guests" while on them. Most important is the danger of property loss through vandalism, accidental fire in the forests, or pollution of water needed for industrial purposes.

It is an unfortunate fact that our public manners too frequently leave much to be desired when we are visiting away from home on other people's domain.

The industrial sector of our case examples includes three timber-owning firms from the East,

the South, and the West, and a college-owned forest. These forest-based recreation examples are followed by two examples of power company programs and one industrial metals company plant's program for public recreational use of water resources.

EXAMPLE 55: A WESTERN FOREST PRODUCTS COMPANY

A nationally known forest-products company has opened practically all of its forest lands to public recreation use. Major restrictions are that hunters are not allowed in logging areas during the week, hunting is not allowed around camps, areas may be closed to access for any use during critical fire periods, some woods roads may be temporarily closed during wet weather to prevent undue damage, and similar reasonable requirements to prevent physical damage to facilities or danger to human life. None of its lands were closed because of fire hazard in 1959 because moisture conditions were adequate. The hazardous condition in the State during the 1960 season resulted in several days of closure during the first deer-hunting season. Generally, the company follows State forester's practices relative to fire-hazard days, although the tree farm supervisor has authority to limit access to company lands when he thinks conditions warrant it.

This company has nearly 1.5 million acres in the national tree farm program. It maintains that its major function is growth of trees and production of timber products, but it recognizes and encourages multiple-purpose usage of its lands. Generally, the people entering the tree farm lands recognize that they are guests, that the danger of fire exists, and that courtesy is reciprocal. The general forest-education programs, particularly "Keep Forests Green" and "Smokey Bear" have been well received. Only three hunter-caused fires in 1959 and six in 1960 were reported on company land. The areas burned in both years were small because company fire crews were able to extinguish all fires promptly.

Hunting is the major recreation activity on this company's northern holdings, although some fishing, picnicking, and camping also occur. The company provides and maintains several camping and picnic areas with tables, permanent fireplaces, running water, garbage cans, and sanitary facilities.

The program on its southern holdings is broader and includes trapping, swimming, berry picking, and other popular recreational activities. Five picnic areas totaling about 40 acres, 300 miles of forest roads, and 65 miles of streams for public fishing are part of the resources made available from the southern holdings. No estimate has been made of the number of recreationists using the facilities. A majority of the visitors to the holdings are from California.

Statistics on hunter use show a steady upward growth in numbers of hunters and in game taken. Data for 1959 show that 23,100 hunters took 2,700 large game animals from company-owned lands.

The 1960 data show 25,100 hunters and more than 3,700 animals taken. The species taken, in descending order, were deer, elk, bear, bobcats, and coyote.

The company assumes no responsibility for stocking streams or forest nor does it attempt to enforce State game laws. It cooperates with the State wildlife and recreation agencies by making its lands available.

The company recognizes that providing its lands for recreation causes a certain amount of expense. No records are kept, however, because the local crews service the areas as needed and the expense is repaid through public good will.

The first picnic areas on company land were opened informally before World War II. This activity increased areas were formally opened beginning about 1947.

Reasons for the increased emphasis and development of specific areas for recreation use were: (1) to improve public relations and emphasize need for forest safety, (2) to concentrate the hazards to areas where fire crews could gain ready access, and (3) to help community economic growth through additional tourist attractions and facilities.

No major types of complaints about recreationists were listed. Recreation is a bit of a nuisance to the maintenance crews during their busy season, and minor damage occurs to roads through wear and tear (especially wet weather rutting and subsequent erosion), but the good will is adequate payment. Enlightened self-interest among large private landowners requires that they enlist public support and knowledge in solution of their problems.

The company plans to develop camping, picnicking, and other recreation facilities as the demand grows and as areas suitable for recreation use are needed. It has no plans for further emphasizing recreation in the future, although this land use will be an important facet in its multiple-purpose land and forest use planning.

EXAMPLE 56: LARGE HOLDINGS AND PUBLIC PRESSURE FOR RECREATION

One of the largest owners of timberlands in the United States started a recreation program in 1957. Its primary goal was to gain public cooperation for fire control on its lands and to promote better understanding about forest management.

The company recognized public resentment toward large timber holdings and set out to improve its public relations through a widespread series of public recreation facilities, recreation activities, and assistance in various types of recreation conducted by local groups. It hired a full-time recreation specialist to coordinate its efforts, although its field staff and all other employees are expected to work constantly on improved public relations.

The program grew and expanded until the board of directors felt constrained to issue a 5-point statement of its forest recreation policies. Public access for recreation purposes on its lands was reaffirmed together with company cooperation in public forest

recreation programs, its desire to aid in fostering a sense of public responsibility for forest development and protection, its interest in research on fish and game management for forested areas, and its cooperation in educating individuals to the responsibilities of good forest conduct.

This firm believes that timber growing is fully as important as timber harvesting and that the public needs to cooperate in protecting the growing stock. Recreation can be a very satisfactory and inexpensive complementary use of forested lands when people follow accepted standards of conduct.

Local residents had trespassed for years over many company holdings, and local custom was one factor militating for a managed recreation program. Spring burning of timberland, for example, was a deeply embedded local custom inimical to the tree farm program. Incendiary fires were a favorite tool of revenge among a small segment of the population. Local people generally tended to resent any large block ownership of land and to feel that their "rights" were being infringed.

The top management of this corporation has preferred to establish no set policy about recreational activities on its holdings. The push for program came from local and regional offices, largely in response to expressed local recreational needs. One community needed a picnic area, another wanted a park, a third wanted to use a company-owned lake for boating and fishing, people wanted to hunt, fish, and trap over company lands. The growing volume of these requests from local people--many of whom were employees of the company or were related to employees--convinced an alert company official that here was an opportunity to extend forest education and effective public relations.

Recreation still does not appear in the company's operating budget, although there is serious question how much longer this expense can be put under other headings. The board of directors is beginning to recognize that service to public recreation is a mounting item in operating costs, and sooner or later its effect on stockholder profits will be questioned.

The program is financed partly from public relations, partly from woods operations, partly from maintenance. The company has a conservation forester and assistants in each State who work closely with State forestry, wildlife, and recreation officials. Company management policy is to sign agreements with the various States whereby the States develop hunting and fishing programs on company land. Primary reservations concerning such usage relate to areas in which forestry crews are working, periods of critical fire conditions, possible contamination of water stored for industrial purposes, and similar situations that might adversely affect the company's investment.

Many other types of programs are underway. Some are annual, short-term affairs like conducted deer hunts held on a free, first-come basis or annual trials for foxhunting dogs. Others involve long-term continuing commitments such as school forests. These

"outdoor laboratories" usually are about 40 acres, on which the company helps the school plant trees and manage the growing forest. The school gets the timber crop when it is harvested.

The company has constructed and is maintaining about 30 parks and roadside picnic areas on company land and has made several water bodies available for swimming, boating, fishing, duck hunting, and other uses. Most of these water areas require boat-launching ramps, docks, parking areas, and other facilities in addition to maintenance and cleanup. Several hundred acres, in the aggregate, are set aside and more or less permanently dedicated to various public uses unrelated to the company's primary purpose of timber production on its lands.

Nearly a half-million acres of company timberlands, including refuges, are covered by game management agreements with seven States and the Federal Government. This program is correlated with the timber-improvement policy whereby groups of trees and understory plants are preserved for animal feed or cover.

Public relations problems sometimes occur, and the company can be caught in the middle between public agency preference for a program and public sentiment for something else. Often, the adverse criticism and local repercussions are aimed at the innocent landowner rather than at the public game-management agency.

No concrete estimate of annual expense for recreation or of investment in recreation facilities was possible because of the way the work was done. The local maintenance crews cleaned up the picnic and camping areas, built and maintained the service roads, built the facilities, and so forth. Sometimes the conservation forester arranged with local people for small facilities on company land. Sometimes funds came from operating capital of a regional mill or from the public relations budget. One man on the public relations staff spends full time on recreation and related matters. He meets with interested groups, prepares press releases, works with State officials and company foresters relative to recreation on company land, and generally tries to reduce friction by creating a better understanding of forestry and industrial needs.

A partial tally of recreationists using this company's forest holdings and water areas last year showed between 1.5 and 2.0 million man-days spent on the five types of recreation analysed. Fishing and hunting were by far the most popular sports. They accounted for nearly 80 percent of the day-users tallied. Picnicking was next in order, followed by camping and water skiing.

Most users are local residents and many are company employees. Only a relatively few cause damage or management problems. One company official summarized the situation recently as follows: "Not everyone appreciates the welcome sign of the company-constructed park facilities. We have had instances of vandals smashing concrete tables, benches and grills, tearing out electric lights and breaking or stealing toilet bowls and seats. They use our

signs for target practice. More than once the tires of our wheel tractors and motor graders have been riddled. Some of our 'guests,' and I use the term loosely, even take property belonging to the logging crews. Others are careless with matches and campfires or even with themselves, exposing us to loss and liability. . . while none of this is dramatic, it does occur in a rather consistent, steady flow. If we had more elaborate facilities, we would no doubt have more elaborate vandalism.

"But for every one of these, there are hundreds of others who come, relax, enjoy themselves, and exercise due care. When they go, they take nothing but photographs or their legal limit and leave nothing but footprints and a good impression on the forester and landowner. These are the recreationists we enjoy having on our land."

Probably, this company will not expand its recreation program much further and then only as local needs develop. Because of the operating expenses involved in providing special recreation facilities unrelated to the company's primary purpose of timber production and manufacture, it may become necessary to charge for the use of some facilities. This step will not be taken until necessary and then only after the custom has become established in the area. A fine line for judgment lies between what the board of directors will allow in expense for public service and what certain elements of the public will demand before those elements retaliate with increased vandalism, set fires in growing timber, damage to equipment, and other overt actions.

EXAMPLE 57: A WESTERN LUMBER COMPANY

A western lumber company presented the case for practical planning in recreation-development programs that involve private lands. This firm is a relatively small operation when compared with some of the industrial giants. The fact that it will soon have been in business for a full century, however, testifies to its stability and also to its ability to adjust as conditions change. Management of this company is genuinely concerned about: (1) the growing need for outdoor recreation, (2) conflicts of interest between public recreation agencies and private business, and (3) the position its firm must adopt relative to recreation as a secondary user of its forested lands.

This firm is located in a State whose urban population has been growing by leaps and bounds. The State has an extensive program for highway improvement that enables its residents to move far and fast. Average incomes are high and a large proportion of the urban dwellers are avid recreationists.

Forest holdings of this firm are less than 200,000 acres. They are geographically isolated from national forests as a source of possible future timber inventory. This physical separation from national forest, and national parks as well, puts additional pressures on private and State forest lands to provide

required recreation. The main problem in this relationship, according to this operator, is that the responsible State agency "has steadily emphasized acquisition rather than development of its lands. Many instances could be cited where lands acquired many years ago have not been developed for public use; while, at the same time, public clamor is stirred up by State agencies who wish to segregate for single use and preservation ever greater acreages of private forest lands."

Although the company claims that it presently provides no outdoor recreation facilities as such, the fact is that in one way or another probably at least 30,000 person-days of recreation activity are conducted on company property. About 300 employees were allowed to hunt on company land last year. Approximately 2,000 individuals fished the many miles of streams on company land for one or more days. A Boy Scout group uses an old camp free of charge for about 2,000 man-days a year. And more than 20,000 people annually take conducted tours through the company's sawmill and factory. Additional recreation is provided by a company-maintained logging museum. The company has cooperated with wildlife agencies in removing debris from streams to facilitate fish spawning. Employees and their families, and a limited few others, have free use of a picnic area in a grove near the mill.

Despite the above list of activities going on, the company asserts that it has "made no arrangements to meet recreation demand except to facilitate the plant tours." It has no one specifically responsible for public relations and has made no particular arrangements with public agencies to develop fish and game habitat. Nominal costs are recognized for certain maintenance expenses and the time of staff members who are needed occasionally to conduct tours through the plant.

No plans have been formulated for an active program of development of recreational facilities on company lands. Absence of a definite program or indication of plans, however, is far from absence of thought and concern about recreation as both a public need and a private opportunity--as a possible supplementary enterprise, and as an additional cost of doing business. Our informant had studied the situation and presented the case so succinctly that his statement is quoted:

Much the most serious problem facing us as owners and operators of a large section of private forest land is general poor public relations on the part of our industry and general lack of understanding by the public of the economic necessity of operating as a private enterprise. We have had little trouble to date from damage to our lands by public recreationists because our lands are generally closed to them. . .

A system of recreational user fees on both private and public lands should be instituted to furnish sound financing for adequate recreational facilities. There is at present a great disparity in the financing of recreation as between the U.S.

Park Service, U. S. Forest Service, and private industry.

There is further serious disagreement on recreational financing methods within our industry . . . The reason for this, . . . is that forest owners here tend to be smaller than they are in the South or Northwest. While very large companies, principally pulp and paper companies, can afford to have public relations staffs and can stand the expense of providing substantial recreations facilities, this is not feasible for medium-size companies and is completely out of the question for moderately sized and small owner-ships.

The general thought was expressed that timber operators owning 300,000 acres or more usually have public relations departments and feel they can afford free recreational facilities for public use. However, the smaller operators generally cannot afford these additional overhead expenses.

The confusion in our national policies and actions toward ownership of resources is nowhere more evident than in the area of extensive private land-holdings. Our informant stated that, as private forest owners, one of the serious problems lies "in the confusion in the public's mind as between 'conservation' and 'preservation.' It fosters a feeling that recreation can only be enjoyed in completely 'locked up' preserved areas."

This operator thought land leasing for recreational purposes was a sound economic trend that might well be encouraged and also that recreational users need to expect to pay for use of recreational facilities. This principle would be extended to include family camping.

Outstanding scenery can be retained and protected through public purchase of scenic easements from private landowners. This would allow retention of fee-ownership and most regular business activities (related particularly to forest management), but would prevent subdivision-type developments and other distracting uses in major scenic areas.

No definite plans have been formulated for developing a recreational land use program on lands controlled by this company, although it is obvious that considerable thought has been given to the subject. Assurance that use for recreation would not endanger the forest operation, and development of an acceptable schedule of fees to pay for the recreation opportunities provided, might bring supplemental income to the firm, additional employment to the community, and much-needed recreational opportunities in the area.

EXAMPLE 58: A COLLEGE - OWNED FOREST

One of the older colleges in the United States owns roughly 40,000 acres of wooded lands used for sustained timber production, recreation, and limited educational opportunities. Its holdings have been accumulated over approximately 200 years through a series of grants. The individual tracts range in size from the smallest, of about 70 acres, to the largest (and oldest), of 27,000 acres. They are widely scattered about the

State in 6 major locations and several secondary ones.

Each tract is managed separately. Timber sales are made from those not already dedicated to wilderness, parks, or other special uses for which the natural timber cover would be a desired permanent asset. Sales usually are by bid, with the bidder responsible for making certain specified improvements, and under timber-management cutting restrictions. The college lands are under the general supervision of a trained forester. Income from forest sales amounts to several thousand dollars annually. This represents a share of the college's profits and goes into the college treasury. Expenses for maintenance of the forested lands, operations, and taxes are paid from appropriations for the college budget.

Recreational activities developed on these lands vary widely among the properties. Some are located on good transportation lanes and relatively near populated areas. Others are virtually isolated. One has been developed for intensive winter sports activities and at least one other has some winter sports facilities on it. The others are available on a free-use basis to students and college staff for hunting, fishing, hiking, camping, swimming, canoeing or boating, bird watching, berry picking, photography, nature study, and other activities. Outsiders may use some of the facilities, such as the trails for hiking, free of charge. On others, they need special permits or are charged fees higher than are paid by students and staff for lodging or for other services. Generally, the facilities are operated primarily as a service to college personnel rather than for profit. The primary benefits from service to outsiders are in assistance on overhead expenses and in "good will."

Many students and staff members spend weekends on these lands several times during the year. Others utilize the facilities only for specialized recreation such as seasonal sports, camping out, vacationing, and so on that occur at specific seasons. Some of the lodge facilities are maintained by the college with the aid of student and outdoor groups on a cost-free basis for users. Sleeping bags, food, and other essentials must be provided by those using them. In other places, the facilities are sufficiently large and used sufficiently intensely to warrant staffing, bedding, food preparation, and similar services on a regular basis. At one such facility, the rates per person are \$5.50 and up in summer and \$5.75 and up in winter. They include three meals and lodging. This particular lodge can accommodate 100 guests. A weekly rate is 10 percent below the daily charges. Certain groups are allowed to bring sleeping bags and stay in a dormitory at a \$4 rate.

One tract of between 200 and 300 acres is developed especially for skiers, although parts of it are used for hiking, picnics, and some camping in season. The ski slopes are divided according to skier-skill requirements into those for novices, intermediate skiers, and experts. A Poma lift and a T-bar are used. Single rides on the T-bar are \$0.25 and on the Poma lift are \$0.50. Other rates are \$4.50 a day or \$50 for the season. The family rate for the season is \$100

to \$110. Students and children receive a discount of \$1 on day rates and \$10 on season rates.

The staff of this facility includes the manager and one or two helpers full time, plus numerous extra workers during the height of the skiing season. Annual costs range between \$100,000 and \$150,000, and the returns are only slightly higher. This is less a profit-making operation than a service to students and staff. However, skiers from all over this part of the country congregate here for recreation. Competitions are held here each year.

Roughly \$175,000 is invested in this particular facility. The lifts are worth about \$20,000 to \$25,000 and the remainder is in land, buildings, and improvements.

No particular problems were reported by the manager of all college lands. Most of the staff and students who use the resources for recreation recognize the rules of sportsmanship. Most of the areas are sufficiently isolated so that only the hardier sportsmen among non-college recreationists use them.

Plans for the future are to continue the present program, with a moderate expansion in recreation as the need becomes evident.

EXAMPLE 59: RECREATION ON POWER COMPANY LANDS

At least 250,000 recreation visits were made last year to the lands and waters of a power company. This company owns approximately 25,000 acres of reservoirs and pond areas and 35,000 acres of land surrounding its water areas. These were acquired and developed solely for producing power.

Outdoor recreation has been permitted for more than 40 years on this company's property. It has been of growing significance since a planned program for free public recreational use of company resources was initiated after World War II.

Several policy problems relative to use of its resources and public relations with privately owned recreation businesses in the region have been of concern to company management. It is primarily in the business of producing waterpower and does not want to compete with, nor appear to compete with, commercial recreation enterprises. Its policy is to keep its extensive forested lands in their natural timbered state except for relatively small areas developed for picnicking and boat launching.

Hunting, fishing, and boating (both motor and sail-boats) are permitted on all of its waters except in hazardous areas adjacent to dams and power plants. Hiking and berry picking are permitted also. Only one area on one reservoir is serviced by a bathhouse. However, people swim in seven other company-owned reservoirs. Pollution now prevents swimming in the rivers but the local-State-Federal cooperative program underway for cleaning up the river system eventually will make swimming possible in virtually all the waters this company uses.

Six boat-launching sites and eight boat-launching

site-picnic area combinations have been built; three launching ramps are partly hard-surfaced, the rest are gravel-topped. Nine other areas, solely for picnicking, have been developed. Most of these have tables, fire-places, and toilet facilities. Few have drinking water available because of the expense and also because, with it available, these picnic areas might draw people away from picnic areas run as business enterprises.

Some of these recreation facilities and a little league baseball field are sponsored jointly with local groups.

No camping is provided because (1) the company would be competing with commercial campsites, (2) the sites would be expensive, and (3) this is a venture foreign to power generation.

Visitor information centers near two powerhouse dams contain special exhibits. A guide at each lectures concerning the operation of the power plant and also conducts tours of the plant. Guest registration books show that the plants are visited each year by people from about 35 of the 50 States, from nearly all of the Canadian Provinces, and from about 15 foreign countries. Among the visitors are engineers from all over the world; many college students; and 4-H, Scout, and similar groups. These facilities and services have resulted in improved public relations and better public awareness of the company's function.

The average length of a visit to a picnic area or other recreation spots on company lands is a few hours. A number of people living nearby probably use these recreation facilities several times during the season, and some visitors return each weekend.

Relatively little recreational use is made of this property in winter. There is some ice fishing, some hunting, and a bit of cross-country skiing, but there are no developed facilities for these uses.

Visitors cause the company very little trouble. Trash barrels are provided at developed sites, and people use them. Some damage was done to some picnic tables at a few sites when they were first installed, but this has stopped. Near towns, in several of the areas developed cooperatively with local groups and used as community facilities, the groups do their own policing. Company employees police all other property.

The majority of the recreation facilities have been developed during the last 5 years. This company expects to continue developing family picnicking areas and boat-launching sites as the need arises.

Capital investment in the recreation facilities cannot be determined. But, except for the two visitors' information houses, it is not large. The only employees to care for these facilities are two guides who work year-round at the visitors' houses, two extra guides hired in the summer, and a summertime caretaker at each of the two picnic areas. Trash collection is done by regular company maintenance crews.

There are no real difficulties with government agencies of any level. Signs at all locations warn that swimming is at the person's own risk. To date, this has been satisfactory for the requirements of

State, county, and local authorities. However, sometimes local, State, or Federal agencies have indicated a desire to acquire some company forest or waterfront lands.

The company cannot relinquish control of land around its reservoirs because of its need to draw down water levels from 40 to 90 feet (depending upon the reservoir) during the year for its hydroelectric operations. If others owned the land around the reservoir, the company probably would have difficulty about withdrawing the necessary quantities of water. It has had firsthand experience with this type of situation. The company sold lands adjacent to the ponds used to retain a 7-day flow for a 5-day use. Problems are encountered now with adjacent property owners concerning the water level. Oddly enough, different people at the same pond on the same day will make opposing complaints--for one the water level is too high; for the other it is too low.

Although company policy is to retain full ownership of land around the reservoirs, it has been generous with other lands. A decade ago, it deeded several thousand acres as a public forest for a very small sum. More recently, large tracts in excellent fishing areas have been leased for \$1 a year to help the State with its fish-stocking and management program.

Forest management is becoming more significant in company planning. A small part of the company's lands has a virgin forest cover; some forest land is permitted to reseed itself; old farmland is reverting to brush and forest. Timber is cut on some parts of the forested areas. Studies are being made now to determine what future forest-management practices should be followed.

Although new picnic areas and boat-launching sites will be added as they are needed, additional varieties of intensive recreation activities will not be developed on company lands if this can be prevented. The company believes that in two or three decades its lands will be among the few natural areas remaining in a rapidly urbanizing region and that this is a good reason for preserving them in an undeveloped condition. The company's policy is in complete accord with its major purpose--to provide hydroelectric power.

EXAMPLE 60: RECREATION ON POWER COMPANY LAKES

More than 30 years ago, when a power company built a dam to store water for use in the generation of hydroelectric power, a large lake was created. Today, with its 5,700 acres of water surface and more than 50 miles of shoreline, this lake is the primary recreation resource for the hundreds of privately owned recreation places that have been built around it. These recreation facilities range from hotels, motels, lodges, and a camp, to a yacht club and several marinas.

From the beginning, the lake and its shoreline have been open to the public for recreational use at no cost.

Although the power company owns the entire shoreline, owners of adjacent lots are given access to the lake, and owners of lots farther back from the lake have access to it at several points by road. It is estimated that the summer population of the lakeside cottages alone is 10,000.

Brush has been cleared away in several places, and at one vantage point the company has prepared an area where cars may be parked off the highway, so the public can better view the dam and lake from nearby roads.

Four lakeshore parks and camping areas owned and operated by the company provide access to the lake for public recreation. These areas provide picnicking, camping, and boat launching and docking facilities. Approximately 275 tent sites are available at these four areas. A table, fireplace, tent base, refuse can, and car parking space are available at each tent space, and toilets are provided nearby. Showers and electric laundries are available at nominal sums. The camping charge is \$1 per site per night, or \$5 per week. Park caretakers operate camp stores stocked with food and supplies.

Although the supply of water for use in generating hydroelectric power is the reason for the existence of the lake, the company tries to hold the water level fairly stable during the summer and sufficiently high to satisfy the people who use the lake for recreation purposes.

The power company conducts sightseeing tours of the lake, the dam, and the power plant. The number of persons taking this tour increases yearly. In 1959, more than 1,100 persons took the tour, and in 1960, approximately 1,500 persons did so. People from 13 States and 5 foreign countries have made the tour. The approximate attendance of picnickers at the four sites is estimated at 40,000. The average camping stay is less than a week; most people use the campgrounds from Friday through Sunday.

The company owns some lands at lakes behind other power-generating dams. At one site, a predecessor company started a reforestation program more than 40 years ago. More than a million trees were planted on land not considered suitable for agricultural purposes. Some of the land is still owned by the present company, which is continuing the forestry program.

At another lake, the company owns a number of areas suitable for cottage sites, which are leased to the public for small fees averaging \$35 per year for a lot of approximately 75 by 150 feet. No public bathing beaches are maintained here, but in 1961, a boat-launching site was being constructed. Parking space is provided for 40 cars, and half a dozen picnic tables were being constructed.

Officials of this company stated that because of traffic conditions, people are seeking weekend recreation nearer home. One evidence of this is the fact that in 1956 when a survey was made of boats of lessees and transients on this lake, more than 300 boats were using the lake; during the summer of 1961, there were about twice as many boats on the lake.

At a lake upstream from the one mentioned previously, the company has also provided a boat-launching site. At this lake, a subsidiary company leased land to the State Fish Commission, which has built a dock and launching ramp. This lake is used by more than 1,200 boats on a single weekend.

This company has a small site of some 10 acres on a lakeshore at one of four steam stations. More than 50 lessees have built cottages there. At a second steam station, 35 lessees have built cottages. At a third, there are 26 cottage sites. At the 83-acre artificial reservoir for cooling water for another steam electric station, a 7-acre area along the shore is reserved for recreation and equipped with a clubhouse, a picnic grove, and a 200-foot bathing beach. This recreation area is used primarily by employees and for company activities, but it is made available at no charge to nonprofit groups and associations.

In addition to the recreation facilities and cottage sites mentioned above, the company permits trapping, berry picking, and hunting on various parts of its other lands. Another recreation feature is that when this power company took over one land area some years ago from another company, a museum and other buildings on the land were sold to a local soil conservation society for \$1, and a 50-year lease on the land was given the society. Recently, the company leased an additional 26 acres to the society for development as a park and bird sanctuary. The annual cost to the society for the lease is a sprig from a holly tree that stands on the property.

The estimated value of land and improvements at the recreation areas mentioned is about \$2 million. Altogether, at the three largest recreation areas, the power company employs two superintendents, a patrolman, a clerk, and four camp caretakers the year around; another caretaker is hired for the summer season. Supervision of other spots is generally from the main office or from the nearby plant. Much of the maintenance work at the four campgrounds and work at the other areas is done on contract.

Company representatives stated that, in general, the people using these facilities are rather well behaved. Litter is sometimes a problem as is petty thievery and destruction. People occasionally cut timber on company lands; usually they are caught and made to pay for the timber. This discourages such practices. It was said that not as much vandalism occurs at these recreation areas as at places nearer the big cities.

The principal problems seem to involve regulations of the State Health Department and those of local townships. The Health Department regulations require a lifeguard to be on duty at each bathing beach, toilet facilities at the beach, and a weekly water analysis. It was stated that only those enterprises that charge for swimming can afford to meet these requirements. Owners of small lodges, inns, and cottage developments find it difficult to make extra charges for swimming or to raise their general fees to include this additional overhead cost.

The company itself has difficulty concerning one of the four public campgrounds it provides. Three have

recently been renovated; they have modern chemical toilets similar to those in State parks. The fourth is in a different township, where the town supervisor requires that only flush toilets be used. The company planned to renovate this camp during 1961; that is, it would do part of the renovation, but anticipated that renovation of the toilet facilities to meet this township's requirements would create additional expense at other parks.

Plans for future recreational development are necessarily limited by the fact that most of the land owned by the company is already in use. However, the camping area at one of the four parks can be expanded to provide camping facilities on an additional 15 or 16 acres.

Company representatives stated that the recreation facilities are valuable because they provide good public relations, as evidenced by letters the company has received at the end of each summer. The company also believes that these recreation facilities bring more customers to the businessmen in the area and so are good for the community. As one official said, the company is "just trying to be a good neighbor to the people in the communities where we serve electric power."

EXAMPLE 61: RECREATIONAL USE OF INDUSTRIAL WATER

Beside the belching stacks of a huge industrial plant in one of our southern States, bass and bluegills are boated from a man-made lake. This lake has a surface area of more than 800 acres and its depths, ranging from a few inches to nearly 100 feet, provide ample variety for healthy fish growth.

The lake was excavated and the conduits for filling it were built in the early fifties. Almost before the basin was ready for water, people began asking permission to fish, swim, hunt ducks, and water ski on its surface. The company was in a quandary. It needed the water for its industrial processes. It feared responsibility for accidents that might occur on its premises if the public were allowed unlimited access. It needed to keep the water relatively clean. Yet, the opportunities for community service and for cementing favorable public relations were obvious. Study of alternatives provided what seems to be an excellent arrangement. Several steps were involved.

As the lake was filling, an agreement was developed with the State fisheries authorities. The lake was to be stocked scientifically by the State and a cooperative program of fish management would be followed over the years. Records would be kept of the fish caught. The State would acquire information for its recreation program.

The company developed a park in a wooded area lying between the highway and the lake. On this tract, of approximately 6 acres, it constructed a concession building, restrooms, stone grills, and permanent picnic tables, together with a system of roads and parking spots. A boat ramp and dock were built into the lake and as an added attraction,

a floating fishing barge was anchored some distance off shore for fishermen who preferred a base more solid than a small boat. Between \$20,000 and \$25,000 were invested in these facilities, including installation of lights, water, and heat for the buildings.

In return, the company established a rather strict but realistic set of rules and regulations under which these facilities were made available, at no cost to the public. Among the most significant are: no swimming or waterskiing (because of the hazard), no fishing from shore except in specified safe areas, all fishermen to register and get permits before fishing and report their catch before leaving, fishing only during specified periods (sunup to sundown). Also the number of people per boat is limited, no liquor is permitted on the premises, no camping is allowed, and similar rules are enforced for public safety. The company maintenance crew keeps the facilities in condition, the rubbish crew from the plant picks up the trash, and the guards patrol the premises periodically.

Actual operation of the concession was leased to an individual who is responsible for the orderly conduct of people while they are in the park or on the lake. The company reserves the right to close areas to fishing or to establish other restrictions if they are required by plant operations or for public safety.

The park and fishing privileges were opened to public use in June 1954. By the end of 1960, more than 100,000 fishing permits had been issued and literally tons of fish had been caught, recorded, and carried home. The daily record is maintained for reports to the company and for use by the fisheries experts who are interested in the productivity of this water body.

The original lessee, a well-known elderly man, operated the facilities satisfactorily to all until his death. The present lessee also appears to have a knack for good public service in this type of work.

The operator, his wife, and two full-time dockmen are required to provide service for the fishermen and picnickers who use these facilities. During 1960, nearly 15,000 permits were issued and many other people stopped by or used the picnic facilities. About 20 boats and a few motors are available for rental, bait is sold, and the usual soft drinks, candy, and fishing gear are for sale in the concession.

The personal investment in equipment and supplies is roughly \$15,000. The concession is open all year, although a few weeks in winter are too cold for much fishing and on some days the water is too rough for safe boating. The lessee is responsible for maintenance of safety measures required under State law.

He charges \$3 a day, or \$1.50 per half-day, for use of boats, \$4 a day for use of motors, and \$1 for fishing from the dock or the barge. Although the permits are required, there is no charge for them, as such. They are utilized as a record of who is on the lake. Also, they have a psychological effect--people act more responsibly when they sign permits.

Most fishermen to this lake come from the small cities nearby. Few come from farther than 50 miles. Some inveterate fishermen use the lake intensively.

Several are retired men who especially like to fish. On a busy day, there may be 100 people on the lake.

The operator reported that the visitors to this park are exceptionally well-mannered. Apparently, they use the trash containers around the picnic area and return the pop bottles for the deposit. Perhaps because this area is some distance from large cities, rowdiness and gang affairs just do not happen.

The present facilities appear to be adequate for the demand. The operator would add more boats if they were needed. The company has no plans for additional improvements although, again, this could be changed if the need were to develop.

PROGRAMS OF FOUNDATIONS

A great deal of outdoor recreation is provided by schools, church organizations, nonprofit foundations established for special purposes, and other special-interest groups. Recreation is seldom the primary purpose for their being. Yet a majority of these groups recognize the values gained by association with nature study, walking, hiking, riding, boating, swimming, country quiet, and the numerous other active or passive uses for free time and energies.

The first of the two examples is owned by a national church organization. It was the gift of a previous owner and is to be used for specific uplifting purposes. The second example recently was incorporated as a nonprofit corporation and efforts for its transfer to a suitable foundation are underway.

EXAMPLE 62: RECREATION, EDUCATION, AND DEMONSTRATION ON CHURCH-OWNED LANDS

A former desert ranch that had passed through settlement stages from the practically virgin state when first acquired under a Spanish land grant, to overgrazed working livestock ranch, and to dude ranch is now operated by a religious group for conferences, training experience, committee meetings, study and relaxation. This holding contains approximately 20,000 acres adjoining a national forest.

Guests are usually connected in some way with religious activities, although this definition is sufficiently broad to include 4-H Clubs and similar groups. More and more emphasis is placed on junior and senior high school age groups through nature study, hiking, camping out, archaeology and related subjects, using the ranch as a living laboratory.

A secondary emphasis on the ranch is a practical demonstration in rangeland reclamation and resource management. The ranch now supports no domestic livestock. Previous poor management had dangerously reduced the natural cover of native grasses. Erosion and weeds took over. The present owners, working closely with the county agricultural agent, the Soil Conservation Service, and the Agricultural Conservation and Stabilization Committee, are reseeded some areas and building dams and terraces in others for soil and water conservation in order to

reclaim the range. Cattle will be reintroduced in another 10 years or so depending upon the new range cover. Future range use will be a demonstration of conservative land management practices. The property is dedicated to high ethics in education and conservation.

About 250 guests per week stay here from roughly mid-March to mid-October. Charges are \$4.50 a day for three meals and lodging in the regular buildings or \$3.50 a day in a tent village where visitors must provide their own bedding. In addition, several work camps are held each year. People in these programs spend roughly half days working as manual laborers on construction or other improvement programs on the ranch. The remainder of their time is free for study, discussions, exploration, or other personal interests. These volunteers receive three meals a day and lodging.

Seven people are employed year-round on the ranch. Six of them are three married couples, all trained specialists. The seventh is a cook. During the summer rush season, the staff grows to include an additional program director, 5 cooks, and 30 to 35 college boys and girls (for 3 months at \$50 per month).

The current annual operating budget, although in excess of \$125,000, is inadequate to meet expenses. The deficit is met by the national religious organization. Visitors often take up small collections for special purposes, such as several bushels of adapted grass seed, needed machinery, hand tools, or other equipment. Some visitors with industrial connections have donated several valuable larger items needed to further the resource conservation program.

The land and some of the present buildings were donated to the group by the former owner. Physical assets other than the land are valued at \$500,000 to \$700,000. Construction of additional facilities and range reclamation is proceeding slowly as funds become available.

Potable water is scarce. The present well and water storage tanks are adequate only for approximately present levels of use. A new water source must be located and developed before appreciably more people can be serviced. Several separate areas probably will be developed for special interest groups if water can be provided.

Relatively few problems of handling people occur. Most of the visitors represent religious groups or are students with special interests. They are usually self-policing and interested in the reclamation program underway. Finances are the greatest problem--fees are kept low to allow as many people as possible to utilize the facilities economically. It is not a "money-making" enterprise.

EXAMPLE 63: ONE MAN'S CULTURAL MONUMENT

Some 30 years ago a renowned artist-naturalist, author, lecturer, and man of many other interests moved to the Southwest with his wife, where they

established their new home on a 2,500-acre tract of mountain wilderness.

This couple, with wide-ranging interests, foresight, and effort, developed within their home and on the grounds a cultural and educational center whose impact on American recreational life cannot be estimated easily.

The large private dwelling has been almost taken over by an extensive library, rooms for museums, collections of natural history, paintings by the artist, music rooms, and studies. The library, containing about 70,000 volumes, is particularly valuable for research in natural history, religion and philosophy, crafts, Indian lore, and juvenile literature. The other collections are almost equally valuable for research in the specific subjects.

This dynamic couple gathered a following of friends, students, and co-workers over the years. Some became year-round residents in smaller houses tucked away over the grounds, some came for the summer, some stayed only weeks or days. Lectures and seminars on psychology, philosophy, comparative religion, and other subjects developed. Concerts by visiting artists were arranged for guests and a colony of artists emerged. A crafts shop provides an outlet for artisans of all local cultures so long as the workmanship is of high quality. Also included is a bookstore for the works of the man and his wife--who is also a well-known author and lecturer. Many valuable items are stored for lack of space.

Activities have been maintained since the owner's death several years ago although the widow has found the management details an increasingly heavy drain of her own professional work and on her strength. A major portion of the acreage was sold recently, but a tract of several hundred acres including all of the facilities was kept in order that the center for education might be maintained intact. Access rights for hiking and riding purposes were reserved in the sale. The new owner has no plans for development of the area.

The business affairs were recently incorporated into a nonprofit foundation with a 5-man board of directors who knew the developer, his way of life, and his desires about continuation of his work.

The entire tract of 2,500 acres was acquired in 1929 under a single deed of unbroken title going back to the original Spanish land grant. Building was begun in 1929. Housing facilities are available on the grounds for 200 guests in tourist cabins, small homes, and a few larger houses for permanent residents. Each of these has complete living facilities. Rentals range from \$75 to \$200 per month plus utilities. In addition, a large camping area is available for Boy Scout groups. Touring groups and individuals or families familiar with the work of the owners often stop for a tour of the premises or for a study period. A charge of \$0.50 per person was recently instituted for persons wishing a conducted tour through the main facilities.

Although the primary focus of present activities is educational and many leaders of recreational groups come here for training, the other facets of a cultured

life are recognized. Musical instruments are available for private practice or for impromptu recitals; lectures on a wide range of subjects are arranged depending on the specialist available; researchers often spend periods poring over volumes in the library; dances and community sings are held; a few horses are available for those who ride; others may hike if they wish. No hunting is allowed and no facilities are available for swimming or other sports. A small restaurant probably will be added to meet the needs of the short-time visitors.

It is almost impossible to evaluate the worth of the property, although appraisals already made on only part of the personal property run well over \$1 million.

The widow has lived alone in the family home since her husband died several years ago. Regular employees include one man who is a general overseer and a woman for housework. Day or special help is hired as needed. During the summer, a part-time secretary and three or four clerks for the shop are added. The tenants serve themselves.

The widow stated that she had no management troubles worth mentioning. The guests were serious people there for a purpose, and visitors usually recognized the significance of the place. A very small amount of litter developed from residents of the nearby local community who sometimes used the roads for parking purposes. Vandalism on the outlying property is a more serious problem.

The owner is elderly and freely admits that she does not have the time or ability to manage the facilities adequately. She believes that they could easily be self-supporting if a public-service group would take them over and continue the purposes for which the estate has been developed. She refuses to donate her property to the State because some of its policies conflict with her own standards for good public administration.

If she had the finances, the time, and the ability, she would improve the campgrounds somewhat above their present primitive condition; enlarge the craft shops; have a larger restaurant; and add an adequate professional staff (librarian, curator, artists in residence, etc.) to man the various departments and provide needed services to researchers and students as well as to the larger volume of tourists that probably would evolve. If a public group, a foundation or other group takes over, these steps will occur, but this lady can plan only to do her best while she remains in charge.

PROGRAMS OF ASSOCIATIONS

This series of three case examples represents special interests that own, or operate on, land where competition for resource use is keen and emotions about public policy often run high. The Sierra Club, of course, owns some lands, leases others, maintains a string of shelters, helps maintain trails, helps clear up litter in wilderness areas, and provides many other services for the ultimate benefit of

its members and others using the western mountainous areas. A somewhat similar association, although less well known, operates along the Appalachian Trail in eastern United States.

The last two associations include (1) a band of timber owners organized for mutual assistance in solving problems related to legislation, public policy, and numerous other matters; and (2) an association of conservation-minded citizens trying to preserve the best examples of primeval forest for present and future enjoyment.

EXAMPLE 64: THE SIERRA CLUB

The Sierra Club, a special interest club founded nearly 70 years ago, has devoted itself "to the study and protection of national scenic resources, particularly those of the mountain regions of the Pacific Coast." Its membership has grown from a few dedicated men to more than 17,000 persons, and its programs have been broadened to include many aspects of outdoor recreation in addition to those on its original agenda.

Among these activities are summer wilderness outings, mountaineering, skiing, snowshoeing, local trail trips, boating photography, nature study, various types of camping trips, river tours, and others. More closely associated with the concepts of preservation and conservation is the club's program for publishing authentic information concerning the mountain regions, efforts to gain support in preserving the forests and other natural features of the region, and preventing their exploitation.

Junior membership among persons of about high school age is encouraged. The group helps introduce young people into activities of the club and develops leadership potential among them for future club programs.

The club owns, operates, and maintains more than a dozen rustic lodge facilities generally in areas accessible only by foot or boat. Most of them are on lands leased from the Federal or State governments, although a few are on privately owned inholdings. A couple of other lodges are somewhat larger and have facilities for conferences, as well as sufficient usage to require staff services. The club also has a ski tow near one of its lodges. Some parcels of land were received as gifts, others were purchased.

The lodges and facilities are recreation centers for members and guests, centers for information, and emergency shelters. Committees appointed for the purpose, administer the lodges, huts, and lands. Approximately 1,200 acres in five areas are owned by the club. Buildings on other sites are on leased lands.

Annual dues for membership are: regular members \$7, spouse members \$3.50, junior members (ages 12 through 20) \$3.50. An initiation fee of \$5 is charged. Life membership is available for \$150.

Most of the hut and shelter facilities are operated on a donation system with a suggested daily use rate and "do your own work." Rates at lodges with

resident staff range from \$2 per person per night for lodging to \$5.50 for guests of members in others. Weekend package meal rates run from \$7 for four meals to \$11 for seven meals.

The club's outing program is available to non-members for a charge of \$15, which can be applied toward membership dues.

Few problems occur with litter and vandalism. Most facilities are far removed from civilization, and the few people who reach them are cooperative, conservation minded, and respectful of property rights.

Public relations with government agencies and representatives have been generally good. Major disagreement has been over policy matters about use or preservation of certain areas.

No particular plans for changes in the program are contemplated. It is expected to continue to grow and broaden with increasing membership as it has in the past.

EXAMPLE 65: A TIMBER OPERATORS' ASSOCIATION

An association of timber owners is struggling with mounting problems related to growing pressures from urban people for outdoor recreation opportunities. These owners recognize that their lands have high potential for human satisfaction but fear that public pressures for recreation and the absence of proper safeguards to growing trees will undermine their primary purpose for forest ownership.

Most owners try to cooperate with local residents and communities in recreation-resource development. A few have developed camping and picnicking areas for public use on their lands. These developed areas serve to concentrate the public users, reduce the damage to growing stock, reduce the danger of fires, and spot the places where fire-fighting or cleanup work must be conducted. Several association members let the public hunt over their lands under a permit system.

The general attitude, however, is that they are not organized to handle recreation enterprises. They are thinking about multiple uses of their lands, public relations, costs, and related matters. They recognize that growing pressures and public sentiment will force them to allow uses of their land in addition to their primary interest in growing trees. But they aren't ready for the deluge of vacationists they know would descend upon them from populous southern California.

As private owners of timberland, these people must consider costs and returns. They question the assumption that the public has use-rights to their lands and other resources without charge. They expressed the need for a basic policy from State and Federal agencies about fair and equitable charges for recreation services.

Also needed is a better understanding of forest management requirements by recreation interests. As an example of the cross purposes that can cause difficulties, the timing of deer hunting in parts of the region was cited. The early deer season occurs

during the worst period for forest fires. Timber owners are less than overjoyed at prospects that careless hunters might destroy whole forests. The available insurance will not compensate for either financial losses or growing stock destroyed.

They recognize that the State parks are under pressures to open dedicated forest areas to recreation. Restrictive covenants in some deeds and park-management policy force public recreation developments onto adjacent lands. Some of these private holdings would be ideal for camping recreation--if properly planned and properly controlled by a realistic recreation program. Several of the owners would dedicate small areas, or at least lease them out on a generous long-term basis, if adequate safeguards were on hand.

A part of the association's activities involves a tree-farming program including public relations and public education. Where tree farm lands adjoin major highways, areas may be set aside for picnics and rest stops. Signs, posters, and sometimes demonstration plots tell the forest-management story. At least one has a forestry trail with self-guided signs explaining what the visitor sees.

The association needs public support for its welfare as a group of landowners and as an industry. It needs help from people in protecting its growing stock and it needs friends to support its position when it supports or opposes legislative proposals. Recreational use of private timber holdings is a recognized fact, and the association indicates that it is cooperating as best it can during an interim when policy and standards of conduct for this use are being developed.

EXAMPLE 66: CONSERVATION OF PRIMEVAL FOREST

For more than 40 years a dedicated group of public-spirited citizens has been raising funds, buying forested lands, campaigning for ever-increasing public acquisition of outstanding remaining groves of primeval forest, and trying to arouse public awareness of the unique values sacrificed through unlimited harvest of ancient trees.

This group has been instrumental in the setting aside of individual trees, groves, and larger forested areas totaling several thousand acres. More than \$3 million have been donated by this group for this purpose. Its practice has been to buy the land, if necessary, and later donate the tract to the State for park purposes. Through the years, many outstanding, public-spirited, conservation-minded national figures have been members of this organization.

The group plans to continue its longstanding program for further acquisition of these forest lands, dedicating them for public enjoyment. Recreation and conservation are closely interrelated and inseparable in this program. The attitude is that the finest examples of forest species should be preserved from harvest for the benefit and use of the people. It recognizes that the rest of the forest probably should be harvested and the products used wisely.

CHAPTER NINETEEN

MISCELLANEOUS RECREATION ACTIVITIES

Several types of privately owned and privately operated recreation facilities that occur most frequently were the subject of previous chapters based on the mailed survey and many of the case examples in chapter 18. Data from other recent surveys of outdoor recreation facilities are described in this chapter.

NATURAL RESOURCES DEPARTMENT, CHAMBER OF COMMERCE OF THE UNITED STATES

In 1960, the Chamber of Commerce of the United States conducted a study that was summarized in its report, Survey of Public Recreational Use of Private Lands. Although the sample is small, the chamber feels that it is representative of what chamber members are doing to make their lands available for public recreational use. This study includes data concerning the recreation use of land and water resources owned by 91 business and industry members of the chamber. These industries fall into five general categories: forest products, mining, oil and gas, water and power, and grazing.

Sixty-three of the firms reporting acreage (other than forest products firms) have a total of 1,721,280 acres of land and water, 96.46 percent (1,660,426 acres) of which is open to public use.¹ Among the outdoor recreation activities permitted on these lands are hunting, fishing, camping, hiking, riding, water sports, and winter sports. Among the facilities and services provided are skitows, boat-launching ramps, diving docks and swimming beaches, hunting information and maps, game and fish stocking, access roads, nature exhibits and trails, and camping and picnicking sites and facilities.

The chamber's report states that: "Those firms owning water areas, notably the water and power companies, presently contribute the most public services, with the forest products industries also having substantial programs of public service."

The two reporting firms in the grazing industry category permit public use of all their holdings (100,100 acres of land and water). All except 0.52 percent of the 1,068,516 acres of land and water owned by the 27 water and power firms is open. Only 0.77 percent of the 295,263 acres of land owned by six gas and oil firms is excluded from public recreation use. Mining companies permit fewer of their lands to be used for recreation--20.6 percent of the 257,401 acres owned by 28 firm is excluded. However, as the chamber's report states:

... a substantial portion of this figure (63,200 acres or 24.6 percent of the mining lands) rep-

resents lands in sand and gravel, quarrying, and strip mining operations. Pit and quarry operations present serious personal injury accident potentials. The injury or death liabilities of the landowners are too great to permit public recreational use of these lands. In some instances safe areas, which may be fenced off, are opened for public use.

The report continues:

But, after strip mining is completed on an area, the lands are often reclaimed for lake and recreational development, game management, home-site or park development, along with forest planting to improve the area. The lands are then available to many forms of outdoor recreation.

The report also states that:

Fee lands owned by the gas and oil companies generally are small in area and typically involve administrative and operating sites, so that wildlands are small in extent and their use is often restricted by the operations. On the large ownerships, which were reported, public use is permitted. This is shown by the fact that three owners report making more than 230,000 acres available to public use.

Slightly more than half of the companies replying to the question reported that some form of vandalism occurs. This is "generally minor in nature, such as littering, breaking locks on gates, or other small damage."

The conclusions stated in the chamber's report indicate that "the general attitude of the landowning natural resource industries toward public use of their lands for outdoor recreation... is one which recognizes a public responsibility, allowing public use of company lands when public safety can be assured and when any conflicts with company operations can be satisfactorily resolved." Also, "Private landowners have very real liability and some vandalism problems to face in allowing public use of their lands. But, in spite of this, they show a deep feeling of responsibility for public service in the recreational opportunities and the programs, service and facilities they provide the public."

¹ Because a more inclusive report on forest-product industries is discussed later in this chapter, the forest-products portion of the chamber's survey is not included here. However, the chamber survey results are substantially the same as those in the AFPI survey.

AMERICAN FOREST PRODUCTS INDUSTRIES

Recreation on Forest Industry Lands, the 1960 survey made by the American Forest Products Industries, shows that "Forest industries of the United States are providing an ever increasing acreage of forest land for outdoor recreation. . . ." Slightly more than 86 percent of industry-owned commercial forest land in the United States was surveyed. This land is owned by 518 companies across the country which grow trees "on a permanent crop basis for manufacture into pulp, paper, lumber, plywood, and numerous other wood products." The chief forester for AFPI said that "Use of forest land for recreational purposes is an important part of the multiple-use management program which forest industries are following. . . . Wherever it is possible --without endangering personal safety of forest visitors--industrial timberland owners are making more and more land available to the public for recreation." Of the 58,140,936 acres surveyed, 97.4 percent is open for fishing (on 37,255 miles of stream, 496,666 acres of natural lakes, 237,034 acres of artificial lakes, and 1,112 acres of fish ponds), 92.3 percent is available for hunting, and between 83 and 90 percent of this acreage is open to camping, swimming, hiking, picnicking, and berry picking. Nearly 38 percent is open to winter sports, and almost 47 percent is open to various types of organized recreation.

The survey showed also that 107 companies offer 146 public parks and 157 picnic areas having a total of 19,690 acres. Also, 54,739 miles of roads that have been developed on forest products industry lands are open to the public.

Few companies charge for the recreation use of their lands or their facilities. Only 15.4 percent of the companies surveyed require use permits.

The AFPI survey shows two interesting points: more than 6 million recreation visits are made yearly to forest industry lands, and 84 companies have definite plans for further recreation development of their lands.

AMERICAN CAMPING ASSOCIATION

The American Camping Association, Inc. prepared a report on Resident Camps for Children for the National Park Service in 1960. It shows the present status of such camps and the probable future need for them. The ACA estimates that "about 7,500 resident camps for children were in operation during the summer season of 1958 and . . . they served about 3,500,000 campers, or approximately 14 percent of the total population 9 to 16 years of age."

Usable questionnaires from 3,646 resident camps for children showed that 73 percent are organization camps (Scouts, churches, and other nonprofit groups), 25 percent are privately owned camps, and 2 percent are camps operated by public agencies (such as municipal park and recreation departments).

This survey indicated that the "average number of days a camp operated in the summer of 1958 was 52.4 days." On the average, public camps were open nearly 20 days longer than private camps, and 28 days longer than organization camps. "Nearly three-fourths of the private camps are not used except during the summer season, while the corresponding figures are 32 percent for the organization camps and 37 percent for the public camps." The average capacity of all camps in the survey is 134 campers. Again, public camps average more campers than do organization or private camps.

More than 976,000 acres are used by 3,646 camps whose questionnaires were analyzed. As the report states: "An average of 2.01 acres was available for each camper." It says also: "Seventy percent of the camps own their own sites." This varies from the public camps, 47 percent of which own their own sites, through organization camps (64 percent own their sites), to private camps, 91 percent of which own their sites. "In cases where the land is not owned, 62 percent is publicly owned land, 25 percent is owned by religious or nonprofit agencies, and 13 percent by private groups or individuals."

Concerning the adequacy of camps, the report states: "Camps that do not own their own sites appear to have need for additional camp-site facilities. Of the total reports received, 7 percent of the camps renting or borrowing sites reported they could use them for longer periods if they were available. . . ."

Lack of space at 37 percent of the camps caused the rejection of applications during the 1958 summer camping season. However, the report also states that:

Although a substantial volume of applications had to be rejected because of lack of space for the period requested, a considerable amount of total available camper space is unused. Only 55 percent of the camps reported what may be termed full occupancy; that is 90 percent or better of their stated capacity was occupied during the entire summer season. . . . Private camps have the highest percentage of occupancy with nearly three-fourths being 85 percent or better occupied. Public camps have the greatest number of unused spaces.

One interesting statement in the report is:

While it might be inferred from these figures that existing camps are sufficient to meet present needs if the space were wholly utilized, the facts are that shortages occur for those agencies that are operating at capacity; in given geographical areas; in serving special types of campers; and in camps for girls, for low income groups, and some cultural groups. That all available places are not used is often due to poor administration and promotion and the fact that facilities have been provided in areas where needs for them did not actually exist.

AMERICAN YOUTH HOSTELS, INC.

President A. L. Pranses, in his June 1960 report, A Program for a Second Generation of Planned Progress for the American Youth Hostels, indicated that in 1960 there was in the United States a total of 70 chartered hostels. These hostels (which are for the young in mind as well as those young in age) are "inexpensive overnight accommodations for those who like to live and travel in a simple friendly fashion--biking, hiking, canoeing, skiing and horseback riding."²

Hostels provide dormitory accommodations and washing, toilet, and kitchen facilities. Although some are in cities (Boston, Mass. and Washington, D. C., for example), the majority are in rural areas of scenic, historic, or recreational importance. In some sections of the country, hostels are close enough together so that hostellers can take hiking or bicycling trips, spending each night in a different hostel. Some American hostels were built especially to provide these simple, overnight accommodations, but others may be schools, camps, or farmhouses.

Membership in the AYH is open to anyone from "4 to 94," and the membership fee for individuals is \$3 to \$6 per year, depending on age. An AYH membership pass is required for use of the hostels. Overnight fees at hostels in the United States range from \$0.75 to \$1.50. When facilities are used during the day, an additional fee of \$0.25 is charged, and in winter, a \$0.25 per day heating charge is made.

Hostels and supplemental accommodations (provided by other organizations permitting AYH members to use their facilities) presently are located in 30 States and the District of Columbia.

According to President Pranses' report, in 1960 there were 14,000 AYH passholders and, during 1960, 23,000 overnight visits were made to the hostels.

Plans for 1965 include increasing the number of chartered hostels to 105. These hostels would be of four different types. The transit hostel, averaging 20 beds, would be located in relationship to other hostels so as "to provide continuous travel by non-motorized means along integrated chains." The city hostels would be located in major cities where local AYH Councils are in operation; they would provide facilities for meetings and recreation, as well as 25 to 30 beds for overnight visits by out-of-town hostellers. The community hostels would be in scenic areas near large cities. They would provide both indoor and outdoor recreation facilities and would house 60 to 150 persons. Holiday hostels (25 planned for 1965) would be "located in resort areas where approximately 3,000 overnights per year are assured." They would have recreation facilities, 60 to 150 beds, and would be planned for "vacation stays of weekend, one or two weeks."

NATIONAL ASSOCIATION OF ENGINE AND BOAT MANUFACTURERS, INC.

A study prepared for the National Association of

Engine and Boat Manufacturers, Inc., in December 1959, Marinas, Yacht Clubs, Boat Yards, showed that marinas offer more services to boat owners than do the yacht clubs, which, in turn, offer more services than the boatyards.

The report was based on the data in 412 questionnaires. Of these, 190 were from marinas, 118 from yacht clubs, and 104 from boatyards.

Slips and moorings available at these 412 facilities in 1959 totaled 30,712. Each of the marinas had an average of 90 slips or moorings, yacht clubs averaged 71, and boatyards had an average of 50.

The report states that:

In addition to offering slips or mooring accommodations for pleasure craft, all but a few of the 190 marinas sell motor fuel, boat accessories, hardware, etc.; a majority repair engines and hulls, provide winter storage facilities, and sell used and new boats and engines. Almost four out of ten rent boats, about a third operate restaurants or bars, and fifteen percent offer sleeping quarters.

. . .

As a whole, the yacht clubs that participated in the study offer fewer services than do the marinas. Most of the clubs sell fuel and lubricants and most provide winter storage facilities. About four out of ten have restaurants or bars--one out of ten have sleeping quarters. About three out of ten offer repair service.

. . .

The yards that participated in the study report an emphasis of maintenance and repair services, winter storage, and the sale of new and used boats and engines.

Concerning the income-producing importance of the services they render, the report states that marinas and yacht clubs surveyed indicated that rentals from slips and moorings were first in importance. As one would expect, income from repairs was first in importance at boatyards. The study shows that, based on information supplied by the 412 respondents, yacht clubs and boatyards generally charge less for use of slips than do marinas. The average open-slip rental charged by yacht clubs studied was \$20.55 and the charge at boatyards averaged \$20.54 while the marinas' average was \$27.22 per month. The report states: "A wide range of charges for slip rentals are reported--apparently each organization establishes its own rates according to the particular conditions of demand, services offered, convenience, etc."

Plans for expansion during the few years following the survey (1959) included 11 types of facilities ranging from restaurants and sleeping quarters to slips and piers; and from ramps and cranes to storage space and repair facilities. The marinas

²J. J. Cline, and W. A. Nelson, editors, AYH Handbook and Hostellers' Manual, 1960-1961, American Youth Hostels, Inc., New York City, 1960.

planned to expand 238 facilities, the yacht clubs 87, and the boatyards 95. More respondents indicated that they planned expansion of the number of open slips than of any other facility.

OTHER OUTDOOR RECREATION FACILITIES

In addition to the many types of recreation facilities considered in the inventory analysis, the case studies, and the reports and surveys just discussed, a large number of types of outdoor recreation facilities occur less frequently and probably have not been the subject of analytic studies. However, they do provide recreation each year for many people.

Each summer several hundred persons experience the unique thrills provided by helping to sail schooners and other sailing vessels of a bygone day along the coast of Maine. Cruises on similar ships also are available out of several Florida, Puerto Rico, and Virgin Island ports. Boat trips of completely different character provide outdoor recreation aboard the last of the passenger-carrying sternwheel riverboats plying the Mississippi. Cruises varying from a day to a week or more are available along the St. Lawrence Seaway, on the Great Lakes, and through the Inland Passage between Washington and Alaska, while other cruise routes connect Hawaii with California, and East Coast ports with Puerto Rico and the Virgin Islands. Overnight boat rides still are available between ports on the Chesapeake Bay, and overnight ferry trips connect Boston with Yarmouth, Nova Scotia. In addition, there are literally thousands of short, sightseeing boat trips available throughout the United States, from a boat ride around Manhattan Island in New York to glassbottom boat rides in Florida and California, to the excursion boat in California running between Long Beach and Catalina Island. Throughout the country, wherever there are rivers or lakes, one finds rental boats. They range from rowboats and canoes to sailboats and houseboats. Fishing party boats also are found throughout the country. Some of these may be hired by the day or week by a group of fishermen; others

charge each passenger a fee based on hourly or single-trip rates.

Other recreation facilities found throughout the United States are less well known. These are the industrial tours. Although probably a majority of industrial tours takes place within factories, others are outdoor activities. The latter includes such tours as those of the granite and marble quarries in Rhode Island and Vermont, the open-pit copper mines in Arizona and Montana, and logging and sawmill sites in Washington.

In addition to the sailing schools, one of which is discussed in depth in the chapter on case studies, other schools exist which provide instruction in the rudiments of a number of other outdoor activities. Among them are riding schools, found throughout the country, skin diving schools, which are found in several States, a well-known mountain climbing school in Wyoming, the less well-known rock-hunting school in Maine, and the Massachusetts school that teaches people to parachute jump for pleasure. Also, several airplane manufacturers provide schools where one may spend several hours each day learning to fly a sports plane, while enjoying other recreation facilities the rest of the day.

The number of recreation areas being developed by various kinds of clubs continues to increase. A majority of these are within 2 hours' driving time of major cities. These types of recreation areas are sometimes relatively small and are based on the development of a single recreation facility, such as a lake for fishing or a ski slope. Others are comparable to the large recreation resorts; they own hundreds or even thousands of acres and have facilities for a wide variety of recreation including swimming, fishing, boating, hiking, horseback riding, hunting, golf, tennis and other court games, and even skiing.

The foregoing are merely a sample of the wide variety of outdoor recreation facilities that exist in this country. However, they are indicative of the fact that among them there is a place where each man, woman, and child in this country may indulge in a favorite sport or may learn to enjoy a new type of outdoor recreation activity.

This study of privately owned and privately operated outdoor recreation facilities was undertaken to supplement other studies being made for the Outdoor Recreation Resources Review Commission; all are to provide the background for analysis of the outdoor recreation situation that can be expected in the years 1976 and 2000. This study was designed particularly to help evaluate the contribution that privately operated facilities can make in meeting the future outdoor recreation needs of the Nation. Except for the conclusions drawn from other studies (chapter 19) and the data concerning vacation farms, it is based entirely on original research. All other data were obtained by mail questionnaire and by personal interview.

The report is in three parts. The first part is an analysis of questionnaires mailed to a sample of resorts, dude ranches, campgrounds, commercial beaches, yacht clubs, boat clubs, shooting preserves, ski areas, resort hotels, private inholdings in national parks, industrial employee recreation areas, chapters of the Izaak Walton League, and hunting and fishing camps in Maine. In addition, analysis of data concerning farms that provide vacation facilities has been included, although the information was not gathered by use of the mail questionnaire.

The second part of the report is based on 66 case studies. These examples of privately operated outdoor recreation facilities are located in 20 States; they range from formal botanical gardens to wilderness trail rides. They include in-depth analysis of several questions studied in volume through the mailed questionnaires. Care was taken to select enterprises representing major types of recreation sampled in the mailed survey and, in addition, to select a wide variety of subjects illustrating the range of recreation opportunities.

Information summarized from several recently conducted surveys of various aspects of privately operated outdoor recreation facilities are included in the third part of the report. These surveys are: (1) the Survey of Public Recreational Use of Private Lands, prepared by the Natural Resources Department of the Chamber of Commerce of the United States (1961); (2) Recreation on Forest Industry Lands, a survey made by the American Forest Products Industries in 1960; (3) Resident Camps for Children, a report prepared by the American Camping Association, Inc., for the National Park Service (1960); (4) A Program for a Second Generation of Planned Pro-

gress for the American Youth Hostels, a report by A. L. Pranses, President, American Youth Hostels, (June 1, 1960); and (5) Marinas, Yacht Clubs, Boat Yards, a study prepared for the National Association of Engine and Boat Manufacturers, Inc. (December 1959). The third part also includes general information about several types of outdoor recreation facilities not discussed elsewhere in this report.

ANALYSIS OF MAIL SURVEY QUESTIONNAIRE

Since no complete and inclusive compilation of privately owned and privately operated outdoor recreation facilities is available, a comprehensive inventory of these facilities was not possible in the limited time and with the funds available for the study. The authors were able to compile mailing lists for various types of private recreation facilities from various sources. Statistical reliability for the data is not claimed, because the universe for privately owned and privately operated recreation facilities is not known. Rather, the data are presented to illustrate the nature of (and to some extent the prevalence of) private recreation facilities and to indicate problems that private operators encounter in supplying these recreation opportunities to the public.

The sample selected included 4,045 operators of various types of private recreation facilities. A survey questionnaire was mailed to each operator and 2,290 were returned by these respondents by May 12 the cutoff date used. They represented about 57 percent of the total mailed. Results of the data obtained from 1,119 usable questionnaires were analyzed, reported in detail in previous chapters of the report, and summarized below. An additional 117 listings of farms offering vacation opportunities were analyzed for certain characteristics.

PUBLIC AVAILABILITY

Most of the 1,236 facilities (those represented by the usable questionnaires plus the vacation farms)

are open to the public on a pay basis, and comparatively few of the total number actually are restricted to guests or members. Most campgrounds, all commercial beaches, nearly all skiing facilities, three in five Izaak Walton League facilities, and a majority of the shooting preserves are open to the public. Also, resorts, vacation farms, and hunting and fishing camps are usually open to any paying guest.

Recreation facilities available only to members and guests include several club-type resorts, most yacht and boat clubs, and all of the industrial recreation areas.

OPERATION AND LAND OWNERSHIP

Many of the respondents listed their type of operation as "resort," "ranch," and so forth. Individual or family ownership of the enterprise was checked by a majority of respondents for ranches, campgrounds, shooting preserves, national park inholdings, and hunting and fishing camps. It is also probable that most of the farms offering vacation facilities are individually or family owned.

Companies or corporations own most recreation resorts and resort hotels, beaches, ski area facilities,

least part of their land, while more than half of the boat clubs and nearly half of the yacht clubs are on land that is wholly leased or similarly controlled.

The ownership of land leased or similarly held by the operators of facilities includes individuals or families, companies or corporations, foundations, and in addition virtually every level of government--from town and township through city, State, and Federal. The type of owner of the leased land varies by recreation category. For example, 31 percent of land leased by yacht clubs is leased from cities and towns, while boat clubs using leased land lease most frequently (43 percent) from companies or corporations. With shooting preserves, the variation between regions is great--most of the leased land in the North and the South is individually or family owned, while in the West it is in corporate ownership.

Generally, the campgrounds, beaches, yacht and boat clubs, national park inholdings, industrial recreation areas, Izaak Walton League facilities, and Maine hunting and fishing camps tend toward smaller holdings and more intensive land uses. Conversely, dude ranches, shooting preserves, and ski areas tend toward larger holdings and extensive types of land use--although each usually has areas of intensive uses within the holdings.

The acreage range and the acreage of a majority of the recreation facilities, by category, are shown as follows:

<u>Recreation</u>	<u>Acreage range</u>	<u>Acreage of majority</u>
Resorts	1 to 33,000	More than 50
Ranches	16 to 85,000	Less than 1,000
Campgrounds	1 to 1,600,000	Less than 100
Beaches	0.5 to 1,600	Less than 50
Yacht clubs	0.1 to 135	Less than 5
Boat clubs	0.25 to 33	Less than 5
Ski areas	5 to 18,000	More than 100
Shooting preserves	60 to 30,037	More than 500
Vacation farms	35 to 2,660	Less than 500
Resort hotels	2 to 17,000	More than 200
National park inholdings	0.5 to 2,670	Less than 10
Industrial recreation areas	3 to 760	Less than 50
Izaak Walton League	18 to 365	Less than 100
Hunting and fishing camps	1 to 500	Less than 100

and industrial employee recreation areas. Facilities of yacht and boat clubs and those of the Izaak Walton League chapters generally are owned and operated by them.

The type of ownership of the land utilized for the recreation facility varies with each recreation category. Land is operator-owned at the majority of recreation resorts, campgrounds, beaches, resort hotels, national park inholdings, industrial employee recreation facilities, Izaak Walton League chapters, Maine hunting and fishing camps, and probably that of most vacation farms. The majority of the ranch, ski area, and shooting preserve operators lease at

As a total, however, 23 percent of this sample (of 1,114 responding to the question) includes facilities for which the acreage reported was 9.9 acres or less, 18 percent have between 10 and 49 acres, 8 percent are on sites of 50 to 99 acres, and 10 percent control between 100 and 199 acres (table 31). The second largest grouping after those of less than 10 acres occurs in the 200- to 499-acre bracket, in which 18 percent of all these 1,114 facilities lie. Two hundred sixty-one, or 23 percent of the total number of recreation facilities, have 500 or more acres. (The latter is composed of 10 percent, which have between 500 and 999 acres, another 10 percent which have

Table 31. -- Range in acreage controlled by operators of various types of recreation enterprises 1/

Acreage	Recreation resorts	Dude ranches	Camp- grounds	Commercial beaches	Yacht clubs	Boat clubs	Ski areas
	Number	Number	Number	Number	Number	Number	Number
Under 1.0 -----	1	-	-	1	26	4	-
1 to 4.9 -----	19	-	5	5	74	24	2
5 to 9.9 -----	16	-	12	5	26	9	4
9.9 or less -----	36	-	17	11	126	37	6
10 to 19 -----	19	1	15	10	10	6	16
20 to 49 -----	28	1	17	20	11	3	22
50 to 99 -----	19	6	11	7	2	-	26
100 to 199 -----	21	8	13	6	3	-	33
200 to 499 -----	22	13	8	6	-	-	40
500 to 999 -----	16	12	2	1	-	-	19
1,000 to 4,999 -----	18	25	1	1	-	-	14
5,000 or more -----	5	11	3	-	-	-	2
Total -----	184	77	87	62	152	46	178

- continued

Table 31. -- Range in acreage controlled by operators of various types of recreation enterprises 1/ - Continued

Acreage	Shooting preserves	Resort hotels	National park in-holdings	Industrial recreation areas	Izaak Walton League	Hunting and fishing camps	All facilities	
	Number	Number	Number	Number	Number	Number	Number	Percent
Under 1.0 -----	-	-	1	-	-	-	33	3
1 to 4.9 -----	-	1	5	1	-	2	138	12
5 to 9.9 -----	-	2	4	4	-	2	84	8
9.9 or less -----	-	3	10	5	-	4	255	23
10 to 19 -----	-	1	6	4	1	2	91	8
20 to 49 -----	-	3	3	5	2	1	116	10
50 to 99 -----	3	-	3	2	3	4	86	8
100 to 199 -----	18	2	2	4	2	1	113	10
200 to 499 -----	91	3	4	3	1	2	193	17
500 to 999 -----	55	1	-	1	-	1	108	11
1,000 to 4,999 -----	55	3	1	-	-	-	118	10
5,000 or more -----	10	3	-	-	-	-	34	3
Total -----	232	19	29	24	9	15	1,114	100

1/ Does not include vacation farms.

1,000 to 4,999 acres, and 3 percent which have 5,000 or more acres.) It may be noted that the same percentage of facilities (3 percent) falls in the smallest acreage class (less than 1.0 acre) as falls in the largest. Still more noteworthy is the fact that nearly half (49 percent) of these recreation facilities are on sites of less than 100 acres; however, if the acreage ranges in vacation farms are added, this becomes 45 percent, as most of the farms are larger than 100 acres.

RECREATION AS PRIMARY LAND USE

Recreation is the primary use of most of the facilities inventoried. All respondents for boat clubs and resort hotels stated that recreation is the primary use of their land, while at the other extreme 46 percent of the shooting-preserve operators reported that recreation is the primary use. When recreation is not the primary use of the land, ranching, farming, or a combination of the two were most frequently

mentioned as primary land uses. Forestry was the next most frequently mentioned of the other primary uses. Also mentioned were mining, conservation, motels, industrial water supply, manufacturing, mineral baths, and a nursery.

Nearly 70 percent of all the acreage in this survey is used for recreation purposes. Campground operators reported recreation use for only 31 percent of their total acreage, while ranch operators reported that 83 percent and industrial groups that 92 percent of total acreage is used for recreation. Some operators apparently used a broader definition for recreation use than others; this fact needs to be remembered when comparing data in one category with those in others.

TERRAIN AND COVER

Nearly half of all property discussed in this report is on either rolling or hilly land, although the type of terrain used varies from category to category (table 32). For example, more than 90 percent of that used by ski area operators is hilly or mountainous, as would be expected. On the other land, one might not expect that more than 75 percent of the dude ranches are on land that is hilly to mountainous, or that the majority of campgrounds are on flat or rolling land.

The cover on these lands varies according to both the recreation category and the region. However, nearly a third is in grass, the same in forest, and nearly another third is in both grass and forest cover. Other cover mentioned by recreation facility operators ranged from sand, rock, and macadam to mesquite, brush, and marsh grass.

RECREATION FACILITIES PROVIDED

Swimming is the facility most frequently offered among the recreation units of 10 of the 14 categories

inventoried (table 33). Fishing facilities are provided second most frequently, closely followed by boating. Hunting facilities are mentioned fourth most frequently, if one includes that done on shooting preserves, ski areas, and industrial recreation areas. Picnicking is fifth and winter sports facilities follow as the sixth most often provided recreation facility.

POPULARITY OF RECREATION ACTIVITIES

More than 20 types of recreation activities are popular in the various recreation facility categories (table 34). Water sports account for 48 percent of the 2,570 total listings of first, second, and third choices. Sports and activities making extensive use of land, such as hunting, skiing, and picnicking, account for 41 percent of the listings. Intensive sports, such as tennis and baseball, account for 6 percent, and miscellaneous activities such as sightseeing and dancing account for the remaining 5 percent.

Of the individual sports and activities, swimming is most popular (16 percent of all listings), fishing is second (15 percent), and boating and hunting tie for third most popular (12 percent each). Skiing is fifth most popular (7 percent), riding and picnicking tie for sixth place (5 percent each), closely followed by camping (4 percent) in eighth place, and golf (3 percent) in ninth place. Other activities each mentioned frequently enough to account for 2 percent of the total listings are sailing and racing, water skiing, hiking and mountain climbing, and tennis. Miscellaneous winter sports, rifle shooting, sightseeing and photography, parties and entertainment, and dancing (including square dancing) each account for 1 percent of the total listings, and ice skating and baseball together account for 1 percent. Other water- and land-based activities, too infrequently mentioned to show separately, comprise the remaining 7 percent.

Table 32. -- Typical terrain, by types of vacation enterprises ^{1/}

Terrain	Recreation resorts	Dude ranches	Campgrounds	Commercial beaches	Ski areas	Shooting preserves	Resort hotels
	Number	Number	Number	Number	Number	Number	Number
Flat-----	43	2	23	28	-	48	6
Rolling-----	42	8	22	19	5	119	5
Hilly-----	41	9	13	5	73	20	2
Mountainous-----	35	41	9	1	88	4	3
Flat and rolling-----	2	-	3	2	-	10	-
Flat and hilly-----	1	-	4	2	1	14	-
Flat and mountainous-----	2	1	-	-	1	4	-
Rolly and hilly-----	1	3	2	1	2	10	-
Rolling and mountainous-----	3	3	-	-	2	1	1
Hilly and mountainous-----	8	8	1	-	6	-	1
Miscellaneous ^{2/} -----	5	2	9	4	-	-	1
Total-----	183	77	86	62	178	230	19

- continued

Table 32. -- Typical terrain, by types of vacation enterprises ^{1/} - Continued

Terrain	National park in- holdings	Industrial recreation areas	Izaak Walton League	Hunting and fishing camps	All facilities	
	Number	Number	Number	Number	Number	Percent
Flat -----	5	13	3	1	172	19
Rolling -----	3	8	3	5	239	26
Hilly -----	3	-	2	6	174	19
Mountainous -----	14	-	1	1	197	22
Flat and rolling -----	-	1	1	-	19	2
Flat and hilly -----	-	-	-	1	23	2
Flat and mountainous -----	-	1	-	-	9	1
Rolling and hilly -----	-	1	-	-	20	2
Rolling and mountainous -----	4	-	-	1	15	2
Hilly and mountainous -----	-	-	-	-	24	3
Miscellaneous ^{2/} -----	-	-	-	-	21	2
Total -----	29	24	10	15	913	100

^{1/} Does not include vacation farms or^{2/} yacht clubs and boat clubs, which are on waterfront lands, usually flat or rolling.^{3/} Includes waterfront and canyon bottom.**FEES CHARGED: AVAILABILITY OF OVERNIGHT FACILITIES**

Fees of some type are charged by most of the recreation enterprises inventoried. These fees vary from the so-called American Plan at many resorts and ranches (which usually includes the use of virtually all recreation facilities as well as room and board) to entrance fee and/or swimming charges at commercial beaches; ski lift and tow charges at ski areas; per person, per family, or tent-site charges at campgrounds; membership dues at clubs; hourly or daily rates for use of rowboats and riding horses, and numerous other rates for hunting or fishing.

Rooms in hotels, lodges, or motels; cabins, cottages, or apartments; improved and unimproved campsites and trailer sites; and dormitories and bunkhouses are among the many types of overnight lodging provided by the recreation enterprises in this sample. Resorts, ranches, hunting and fishing camps, vacation farms, and campgrounds naturally provide some type of overnight accommodations. It is rather surprising, however, that a number of commercial beaches, several ski areas, an industrial recreation facility, and a few shooting preserves and yacht clubs also provide them.

OTHER RECREATION RESOURCES

Most (about 90 percent of those whose operators replied) of the 1,119 facilities inventoried by questionnaire, and many of the vacation farms, are near public lands or water used for recreation. Nearly half of the operators responding indicated that other privately owned recreation facilities are nearby.

ESTIMATED PROPERTY VALUE AND RECEIPTS FROM RECREATION

Replies concerning the operator's estimated value of his recreation unit indicated that many different things were included. Among these were the replacement cost of old buildings at 1961 construction costs and value of extensive lands if subdivided for vacation home sales. Still others included "good will." The question concerning receipts from "recreation use of this unit last year" also elicited a varied response. Because of these variations, total values and total recreation incomes are not meaningful.

Approximately 60 percent of the respondents (and many did not answer the question) indicated that receipts covered cash operating expenses last year. Several wrote that they "barely met" expenses, and several others wrote that income "nearly" met cash operating expenses.

PROBLEMS

Fifty-one percent of the operators who replied to the question reported no problems. The 512 recreation-enterprise operators listing problems amassed a total of 722--of which 72 percent are guest-created (table 35). Vandalism, trash, and fire, in that order, are the most frequently mentioned. Business-related problems account for 19 percent of the total; of this group of problems, crowded conditions were most frequently mentioned. Policy at various levels of government accounts for 5 percent of all problems. Human relations problems, such as the quality of seasonal labor, comprise 2 percent of the total, as do acts of God, such as bad weather and lack of water or snow. Laws, which result in high

Table 33. -- Summary of available recreation facilities by type of recreation enterprises 1/

Type of facility	Resorts	Dude ranches	Camp- grounds	Commercial beaches	Yacht clubs	Boat clubs
	Number	Number	Number	Number	Number	Number
Fishing -----	148	65	62	46	84	35
Swimming -----	173	60	72	62	100	33
Boating -----	122	25	60	48	155	46
Water Skiing -----	16	-	6	1	2	-
Other -----	4	1	1	1	5	-
Total water sports -----	463	151	201	158	346	114
Riding -----	30	69	-	-	-	-
Hunting -----	58	61	29	8	3	1
Hiking -----	21	16	9	-	-	-
Camping -----	31	50	87	22	12	20
Picnicking -----	69	58	69	55	52	41
Golf -----	31	-	1	-	3	-
Winter sports -----	30	11	11	9	7	3
Other -----	2	1	-	-	-	-
Total extensive sports -----	272	266	206	94	77	65
Tennis -----	31	3	1	-	16	-
Shuffleboard -----	14	-	-	-	-	-
Lawn games -----	15	-	1	1	-	-
Archery -----	5	3	1	-	-	-
Putting and miniature golf -----	6	-	-	2	-	-
Ball-volley, base, etc. -----	6	-	1	2	-	1
Other -----	10	4	3	12	2	-
Total intensive sports -----	87	10	7	17	18	1
Dancing (including square) -----	4	4	3	11	-	-
Other -----	13	1	8	22	11	2
Total miscellaneous -----	17	5	11	33	11	2
Total -----	839	432	425	302	452	182

- continued

taxes and higher minimum wages, accounted for less than 1 percent of all problems.

Altogether, problems connected with the private sectors of the economy account for 91 percent of all problems mentioned. Some level of government is involved in some way with 7 percent of all problems. As previously mentioned, acts of God account for the remaining 2 percent.

PLANS FOR EXPANSION

Despite the problems involved in provision of recreation facilities, many respondents have plans to expand their present facilities within the next few years. Some expect to build additional facilities on presently held land, others plan to buy or lease more land, and still others intend to expand both on

presently held land and on land to be acquired. Altogether, a total of 781 additional recreation facilities are being planned by those of the 854 respondents who replied to this question (table 36).

Extensive sports (riding, hunting, etc.) account for 54 percent of all facilities planned,¹ water sports for 34 percent, intensive sport for 4 percent, and miscellaneous sports and activities for the remaining 8 percent.

Of all recreation facilities planned, winter sports are mentioned most frequently; they account for 22 percent of the total. Boating (13 percent); swimming, camping, and picnicking (12 percent each); and fishing

¹ Based on replies of operators in all categories except shooting preserves, vacation farms, and national park inholdings.

Table 33. -- Summary of available recreation facilities by type of recreation enterprises 1/ - Continued

Type of facility	Resort hotels	National park in-holdings	Izaak Walton League	Hunting and fishing camps	All facilities	
	Number	Number	Number	Number	Number	Percent
Fishing -----	15	21	7	15	498	17
Swimming -----	16	19	1	14	550	19
Boating -----	11	10	3	14	494	17
Water skiing -----	-	1	-	2	28	1
Other -----	-	-	-	-	12	(2/)
Total water sports -----	42	51	11	45	1,582	54
Riding -----	4	8	-	-	111	4
Hunting -----	1	7	3	11	182	6
Hiking -----	2	10	-	-	58	2
Camping -----	-	12	9	3	246	8
Picnicking -----	4	14	7	3	372	13
Golf -----	11	-	-	-	46	2
Winter sports -----	3	5	1	2	82	3
Other -----	-	-	-	-	3	(2/)
Total extensive sports -----	25	56	20	19	1,100	38
Tennis -----	4	-	-	1	56	2
Shuffleboard -----	2	-	-	-	16	1
Lawn games -----	1	-	-	-	18	1
Archery -----	-	-	3	-	12	(2/)
Putting and miniature golf -----	2	-	-	-	10	(2/)
Ball-volley, base, etc. -----	-	-	-	1	11	(2/)
Other -----	1	1	11	-	44	1
Total intensive sports -----	10	1	14	2	167	5
Dancing (including square) -----	-	-	-	-	22	1
Other -----	-	4	-	-	61	2
Total miscellaneous -----	-	4	-	-	83	3
Total -----	77	112	45	66	2,932	100

1/ Shooting preserves, industrial recreation, ski areas, and vacation farms omitted.

2/ Less than 1 percent.

(8 percent) are also high on the list of facilities planned. Hunting (4 percent), riding (2 percent), and golf (2 percent) were mentioned also by at least a dozen respondents as on their list of future facilities. The remaining 13 percent of planned recreation facilities include those for putting greens and miniature golf; volleyball, softball, baseball, and football; social activities, amusements, and additional lodging.

SUMMARY OF THE CASE EXAMPLES

The 66 business operations described in chapter 18 represent a cross section of private enterprise in outdoor recreation. Operating conditions and clien-

tele vary widely. Capital investment ranges from a few hundred dollars in one case to millions in others. Many examples represent the accumulated experience and business efforts of an operator's lifetime. Others are large and complex corporate enterprises. A few are poorly managed; most are managed at least competently; few are outstandingly successful.

Recreation is the major enterprise for most of the managers interviewed. Other, like the power and manufacturing industries or the tree farms, must keep recreation in secondary position.

PERSONAL ATTRIBUTES

Regardless of what one calls it, the personality of management is reflected in relations with the public.

Table 34. -- Summary of popularity distribution of specified recreation activities by types of recreation enterprises 1/

Recreation activity	Resorts	Dude ranches	Camp-grounds	Commercial beaches	Yacht clubs
	Number	Number	Number	Number	Number
Swimming-----	137	28	46	55	69
Fishing-----	96	49	45	15	30
Boating-----	70	2	25	26	122
Sailing and racing-----	—	—	—	—	53
Water Skiing-----	25	2	3	—	8
Other-----	6	2	2	2	7
Total water sports-----	334	83	121	98	289
Hunting-----	18	25	8	—	1
Skiing-----	8	2	3	—	—
Picnicking-----	5	5	18	37	16
Riding-----	22	78	2	—	—
Camping-----	6	5	55	—	—
Golf-----	42	1	—	2	3
Hiking and mountain climbing-----	13	6	8	—	—
Winter sports-----	7	—	—	—	—
Other-----	3	4	2	2	—
Total extensive sports-----	124	126	96	41	20
Tennis-----	23	2	—	—	14
Rifle shooting-----	—	1	—	—	—
Ice skating-----	1	—	1	—	—
Baseball-----	—	—	1	—	—
Other-----	11	1	1	20	2
Total intensive sports-----	35	4	3	20	16
Sightseeing and photo-----	3	2	5	—	—
Parties and entertainment-----	2	—	1	—	20
Dancing (including square)-----	4	1	2	9	2
Other-----	21	6	5	7	1
Total miscellaneous-----	30	9	13	16	23
Total-----	523	222	233	175	348

— continued

A strict disciplinarian gathers a following of people who appreciate discipline, a manager who allows lax standards of conduct collects a clientele whose standards are similar.

These are extremes; a majority of people serving the public consciously or unconsciously recognizes that the various age groups, family compositions, income brackets, regional derivations, and other characteristics of people affect their requirements. Elderly couples and young couples with noisy romping children, for example, usually require widely differing kinds of services and a different atmosphere.

Case example 1, a small year-round resort, illustrates this point. It is operated by a family of small-

town or rural background whose growing children help around the resort. The tone is one of friendliness, comradeship, respectability, and reasonably good taste. Most of the summer tenants are older couples ranging in age from 50 to 70 years; rowdy, flamboyant people would feel out of place--and probably would not be tolerated. Most of the winter guests are winter sports enthusiasts; people not interested in skiing and those preferring quiet probably would feel out of place.

The personality of the operator in example 28 makes his river-running boat trips unique. He provides a certain flair and background that no others in the same business quite duplicate. His clientele value

Table 34. -- Summary of popularity distribution of specified recreation activities by types of recreation enterprises 1/ - Continued

Recreation activity	Boat clubs	Ski areas	Shooting preserves	Other 2/	All facilities	
	Number	Number	Number	Number	Number	Percent
Swimming-----	17	11	6	35	404	16
Fishing-----	19	14	74	43	385	15
Boating-----	45	1	-	17	308	12
Sailing and racing-----	1	-	-	-	54	2
Water skiing-----	17	1	-	1	57	2
Other-----	2	1	-	2	24	1
Total water sports-----	101	28	80	98	1,232	48
Hunting-----	-	26	218	14	310	12
Skiing-----	-	173	-	4	190	7
Picnicking-----	18	11	8	23	141	5
Riding-----	-	5	4	11	122	5
Camping-----	6	9	4	9	94	4
Golf-----	-	1	1	20	70	3
Hiking and mountain climbing-----	-	18	-	10	55	2
Winter sports-----	-	26	2	1	36	1
Other-----	-	3	23	3	40	2
Total extensive sports-----	24	272	260	95	1,058	41
Tennis-----	-	1	-	8	48	2
Rifle shooting-----	-	-	20	6	27	1
Ice skating-----	-	7	-	-	9	) 1
Baseball-----	1	-	-	10	12	
Other-----	-	1	7	11	54	2
Total intensive sports-----	1	9	27	35	150	6
Sightseeing and photo-----	-	13	-	7	30	1
Parties and entertainment-----	2	2	-	2	29	1
Dancing (including square)-----	-	1	-	-	19	1
Other-----	-	1	-	11	52	2
Total miscellaneous-----	2	17	-	20	130	5
Total-----	128	326	367	248	2,570	100

1/ Does not include vacation farms.

2/ Includes resort hotels, national park inholdings, industrial recreation areas, Izaak Walton League chapters, and hunting and fishing camps.

their associations with him in addition to the outdoor experience.

Operator 34 tries to assure that visitors always receive unhurried, polite, courteous attention while visiting his cave. They must be made to feel important, that they are among friends, and that they are getting their money's worth.

Time after time during this series of interviews, the operators mentioned that the general public expected to receive less than "its money's worth." Almost universally, these operators indicated that one of the best advertisements for their facilities are the pleasantly surprised, satisfied customers who received their money's worth--and a little more.

Good management naturally involves experience, but experience without judgment and ability is of little value. As shown in example 53, one operator lacked experience in winter-sports administration and also lacked good judgment in public relations. For contrast, the operator in example 41 took over a "white elephant" and made it into a world-renowned attraction through his service to the public interest in the kinds of enterprises he developed.

Possibly the best overall management policy advice was provided by one very successful operator. He said: "The best way to avoid problems is to overcome them before they develop, anticipate situations and take action, know people and their habits, use

Table 35. -- Problems reported by operators of 512 recreation enterprises

Problems	Number	Problems	Number
<u>Private sector of the economy</u>		<u>Acts of God</u>	
Guest-created:		Lack of water or snow -----	12
Vandalism -----	192	Bad weather -----	3
Trash -----	180	Total -----	<u>15</u>
Fire -----	132		
Poaching -----	11	<u>Government sector of the economy</u>	
Rowdiness -----	3	Policy:	
Leaving gates open -----	1	Policies and rules -----	8
"People" -----	1	Predator control -----	9
Total -----	<u>520</u>	Poor roads -----	8
		Zoning -----	3
Human relations:		Sewage disposal -----	2
Staffing -----	8	Fish management -----	1
Seasonal help -----	4	Beach erosion -----	1
Total -----	<u>12</u>	Dirty lake -----	1
		Competition from public campgrounds -----	1
Business-related:		Total -----	<u>34</u>
Crowded conditions -----	98		
Financing -----	14	Laws:	
Lack of guests -----	6	High taxes -----	4
Insects -----	4	Minimum wage -----	1
Parking space -----	4	Total -----	<u>5</u>
Maintenance -----	4	Sub-total -----	<u>39</u>
Publicity -----	3		
High costs -----	1		
Other -----	2		
Total -----	<u>136</u>		
Sub-total -----	<u>668</u>	Total -----	722

bits of psychology, be firm and businesslike but pleasant and courteous, be dignified, and never be subservient. Treat people as respected friends and expect to be treated the same way by them."

SIZE OF BUSINESS

Is there an optimum size of business in recreation development? Yes, but it varies for each individual undertaking and for each operator. It varies with the age and ability of the operator, the dependability of his labor force, the location of the business relative to potential demand, seasonal fluctuations, the degree and quality of competition, and many other factors.

Operator 12, for example, is a retired educator who developed a summer camp for girls. She has found the optimum combination of girls to counselors

to program to resources for her situation. Additional girls could be accommodated only at increasing losses to aspects of the camp program.

Operator 7, on the other hand, has found that too few guests at a working ranch require too much staff time for entertainment and service. Operator 26 must seek winter employment because his sailing operations provide an inadequate annual income. Operator 45 limits the guest ranch operations to what the family could handle if the hired labor force quit or gave trouble.

The small area controlled by operator 11 for his public shooting preserve limits the number of hunters he can serve per day and the total volume of business that can be handled. Generally, however, many opportunities exist for intensive use on a "put and take" basis. These services can be expanded within short periods if the pressures are sufficiently great.

Enterprises catering to spectators rather than participants generally are operating at less than

Table 36. -- Summary of planned recreation facilities, by types of recreation enterprises 1/

Type of facility	Recreation resorts	Dude ranches	Camp-grounds	Commercial beaches	Yacht clubs	Boat clubs
	Number	Number	Number	Number	Number	Number
Fishing -----	8	6	14	4	5	7
Swimming -----	17	1	25	10	13	9
Boating -----	12	2	17	6	44	12
Other -----	-	1	1	-	-	1
Total water sports -----	37	10	57	20	62	29
Riding -----	2	8	1	-	-	-
Hunting -----	5	7	8	2	-	-
Camping -----	5	4	54	7	-	5
Picnicking -----	7	1	26	13	6	11
Golfing -----	10	-	-	-	1	-
Winter sports -----	16	3	6	1	1	-
Other -----	1	1	1	-	-	-
Total extensive sports -----	46	24	96	23	8	16
Tennis -----	1	-	-	-	-	-
Putting and miniature golf -----	2	-	-	-	-	-
Ball--volley, base, etc. -----	-	-	1	-	-	-
Summer sports -----	1	-	-	-	3	-
Other -----	8	-	2	3	-	-
Total intensive sports -----	12	-	3	3	3	-
Social activities -----	-	-	-	-	4	-
Amusements -----	-	-	1	6	-	-
Lodging -----	10	1	10	1	-	-
Other -----	2	<u>2</u> 6	8	1	1	3
Total miscellaneous -----	12	7	19	8	5	3
Total -----	107	41	175	54	78	48

- continued

capacity. The grounds could serve considerably larger number of visitors and the staff could be expanded easily and quickly. Small and relatively inexpensive changes in facilities might be required in situations such as that of example 39. This operator might need to cage small birds to protect them from tourists, use more substantial surfacing on his walks, and protect some of the more valuable plants from vandalism and pilferage.

Some rather isolated recreation attractions face the problem of complementary services for guests. Operator 37 probably could not support his scenic attraction enterprise from sightseers alone. He has combined numerous eating, lodging, and entertainment enterprises into a multimillion dollar business. He concurs with operator 34, that scenic attractions must be kept natural, although he has

developed a nearby area intensively, whereas operator 34 hesitates to add even a restaurant to serve visitors because "the cave is the attraction here."

OVERHEAD COSTS

High, relatively fixed costs that vary little, if any, in relation to numbers of guests are a burden on some types of recreation enterprises. Advertising, animal feed, and caretaking expenses are examples of such costs.

Example 44 was developed as a unit in anticipation that business would increase rapidly to at least the break-even point. Approximately 40 percent of the short-term operating budget in 1960 was spent for publicity. A staff of six full-time employees is

Table 36. -- Summary of planned recreation facilities, by types of recreation enterprises ^{1/} -- Continued

Type of facility	Ski areas	Resort hotels	Industrial recreation areas	Izaak Walton League	Hunting and fishing camps	All facilities	
	Number	Number	Number	Number	Number	Number	Percent
Fishing -----	10	1	1	1	5	62	8
Swimming -----	14	2	1	1	3	96	12
Boating -----	5	1	-	-	2	101	13
Other -----	2	-	-	-	-	5	1
Total water sports -----	31	4	2	2	10	264	34
Riding -----	1	-	-	-	-	12	2
Hunting -----	4	-	-	1	1	28	4
Camping -----	20	-	1	2	-	98	12
Picnicking -----	16	-	7	3	1	91	12
Golfing -----	1	4	2	-	1	19	2
Winter sports -----	136	1	1	1	2	168	22
Other -----	-	-	-	-	-	3	(^{3/})
Total extensive sports -----	178	5	11	7	5	419	54
Tennis -----	-	-	2	-	-	3	(^{3/})
Putting and miniature golf -----	-	-	-	-	-	2	(^{3/})
Ball-volley, base, etc. -----	-	-	4	-	-	5	1
Summer sports -----	6	-	-	-	-	10	1
Other -----	-	-	-	-	-	13	2
Total intensive sports -----	6	-	6	-	-	33	4
Social activities -----	-	-	1	-	-	5	1
Amusements -----	-	-	-	1	-	8	1
Lodging -----	4	2	-	-	2	30	4
Other -----	-	-	1	-	-	22	2
Total miscellaneous -----	4	2	2	1	2	65	8
Total -----	219	11	21	10	17	781	100

^{1/} Shooting preserves, vacation farms, and National Park inholdings omitted.^{2/} Additional grazing for riding horses.^{3/} Less than 1 percent.

required year-round to feed animals and maintain the buildings and grounds. The feed bill for the animals goes on whether or not guests pay admissions.

Several other operators have been able to capitalize on word-of-mouth advertising, special-interest stories in magazines with nationwide coverage, news items, and other media to promote the popularity of their facilities. Several family-type operations do little or no formal advertising; their guests return year after year, introduce their friends to the facility, and generally maintain the level of business.

Liability insurance is a serious problem for certain types of recreation facilities. Ski-facility operators, beach operators, and those using horses are examples. Personal liability insurance on these activities is

written by relatively few reputable companies; the rates are almost prohibitive. As a result, too many operators trust to luck that no suits will occur.

Operator 48 carried insurance for a while on his riding stable but dropped it when advised by his lawyer that it was inadequate. He depends on posted signs, word-of-mouth directions to riders, and experience in matching rider ability to horse temperament. Operator 54 leases out the horse concession primarily because liability insurance rates are too high. Operator 25 complains about insurance rates and requirements for lifeguards, first aid equipment, and other insurance-type items for his public beach. The industry in example 61 divests itself of responsibility by leasing swimming and fishing rights on its

storage lake to a private operator. Several forest operators mention danger of suits for personal liability to hunters, fishermen, campers, or other injured while on company lands.

Operator 30 mentioned the increasing burden of State permits for boats, trailers, and equipment used in several States.

Private clubs catering entirely or largely to business and industrial clients reported that they are adversely affected by the Internal Revenue ruling tightening up on allowable entertainment expenses. Examples 15 and 16 are affected in this way.

The operator of example 48, a suburban riding stable, is contemplating a real estate sale because farm property is taxed at subdivision rates rather than at use rates.

The owners of example 25, a small beach operation, listed the large number of Federal, State, county and local taxes, business licenses; and special stamps required. These fees and taxes amounted to a significant proportion of the gross income in 1960.

FINANCIAL ASSISTANCE

Although few of the case-example operators mentioned financing as a limiting factor in their plans for the future, frequently, it is very important. Private bankers and governmental lending agencies alike apparently are reluctant to finance the recreation industry.

Examples 15, 25, 35, 36, 39, 40, and 44 are handicapped by inability to borrow money for expansion or to help them weather temporary periods of economic depression. Private sources of capital frequently can be utilized for investment purposes: Two industrialists invested in the small resort of example 1. The two boat and bait operators in example 19 have private sources available if needed. Example 23 is a secondary enterprise, as are examples 39 and 52. Operator 26 was financed primarily because he was known personally to the local banker.

GOVERNMENTAL PROGRAMS AND POLICIES

Complaints were expressed against some of the policies, attitudes, and programs of both the U. S. Forest Service and the National Park Service, causing what complainants said were undue hardships and expense through "letter of the law" interpretations of regulations.

They very real controversy over regulation, control, and use of wilderness was mentioned frequently. Some suggested easier access and increasing use; others, however, wanted to maintain isolation and frontier conditions.

In one region, local health and water boards that had gained control of watershed use on public lands were apparently in opposition to the multiple-purpose development and use principle of land management.

In other instances, the hunting season occurred during the most dangerous season for forest fires

(example 65); operators of regulated shooting preserves disagree with State game departments about the ability of pen-reared birds to survive in the open and want their operating seasons changed (example 15); hunting seasons in adjoining States are dissimilar (example 13) and hunters risk arrest when they wander across State lines or follow wounded game across to dispose of it. Regulations differ among adjoining States on a river (example 30).

PROBLEMS OF POSSESSION AND OPERATION

Outright malicious mischief and vandalism occur all too frequently on private property that cannot be closely guarded. Hunters destroy equipment in the woods, cut fences, shoot domestic livestock, and cause other damage. Vandals break up and burn wooden picnic tables, destroy stonework, tear up lavatories, carve initials on walls and trees, and create other havoc. All too few of these miscreants are caught and punished adequately. The maladjusted and comparatively few vandals cause additional operating expense and create poor relations with people providing recreation facilities. Owners of resources used by the public without charge are particularly bitter about these losses.

Litter often becomes a problem wherever people congregate. Several operators add employees during peak tourist seasons solely for clean-up details. Others instruct all employees to clean up litter whenever it is found. A few stated that proper placement of receptacles and a neat, clean place encourage visitors to help keep it clean.

Most of the operators with gift and curio concessions expect a certain amount of shoplifting. Touring groups of school children and most other groups are watched closely because these operators have learned that some groups actually compete in how much they can steal while on these trips. Experience also teaches salespeople to spot some light-fingered individuals, who are then watched closely. It is impossible to catch all thieves. The losses are figured into overhead, and the cost is passed on to others.

Shooting preserves, in particular, have problems caused by foxes, hawks, and other wildlife that prey on pen-reared game birds. Losses are severe in some areas. The plea is for intensified local predator-control measures to keep predator numbers within reasonable limits.

ATTITUDES OF INDUSTRY

Companies that control large bodies of water or large forested land areas recognize the potential multiple-purpose uses that can be made of their holdings. They also recognize the conflicts of interest, personal liability claims, increased costs of operations, danger of vandalism, need for increased fire protection, and other problems that increase when public access is allowed.

Example 61 divested itself of certain responsibilities for control of fishing and boating on its lake

through contract with a private operator. It absorbs the costs of maintaining and policing its park for public use. Examples 55 and 56 contract with State fish and game agencies for stocking their forests and waters, regulations for hunting and fishing, and for policing of recreationists. Examples 55, 56, 59, 60, 61, 64, and 66 have spent thousands of dollars each in developing picnic areas, loading ramps, docks, parking areas, and similar facilities for recreation use. Example 65, an association of forest owners, is concerned about settling many practical problems before their lands are opened to outdoor recreation development and use. These include proper safeguards for private property of its members, standardized rates to be charged for the recreational services provided, and physical control of the mass of recreation seekers expected to descend upon them.

SPECIAL SITUATIONS

Last to be mentioned in this summary are the estates, the private benefactors, the institutions, the associations, the foundations, and the miscellaneous organizations that make their formal gardens, special collections, unique resources, and other attractions available to the public. Although most of these enterprises are made available under the assumption that gate receipts will at least pay the short-term cash costs, this frequently does not happen. In effect, the owners are subsidizing recreation. The formal garden, the exotic birds, and the collection of tropical plants in example 39 are not fully supported by the thousands of visitors who enjoy them. The owner pays the difference partly as a connoisseur and collector but partly as a humanitarian.

OTHER STUDIES

More than 96 percent of the holdings (both land and water) of 63 mining, oil and gas, water and power, and grazing enterprises is open to the public for recreation use.² The acreage open to such use, expressed as a percentage of the total acreage owned by responding firms, varied from those in the grazing, water and power, and gas and oil industries, which exclude less than 1 percent of their land from recreation use, to mining companies, which permit use of approximately 80 percent of their holdings.

More than 90 percent of the holdings of 518 companies (accounting for 86 percent of industry-owned commercial forest land in the United States) is open for hunting and fishing.³ Between 83 and 90 percent of the total acreage is available for camping, swimming, hiking, picnicking, and berry-picking.

Seventy percent of 3,646 resident camps for children own their land, and the major part of land not owned by the camps is publicly owned.⁴ These camps were operated for an average of 52.4 days in the summer of 1958. Nearly 75 percent of the private camps, 37 percent of the public camps, and 32 percent of the

organization camps are used only during the summer season.

In 1960, 70 youth hostels were in operation in the U.S.⁵ These youth hostels are open only to members, but the membership is open to anyone from "4 to 94" who is interested in simple living and traveling--by bicycle, canoe, ski, horseback, or on foot. Plans for the future include a 50-percent increase in the number of hostels by 1965, and a 100-percent increase in the number of hostellers is expected by that time.

Marinas offer more services to boat owners than do yacht clubs or boatyards.⁶ At marinas and yacht clubs, rentals from slips and mooring are first in income-producing importance, while at boatyards income from repairs is first. Plans for expansion during the next few years include 11 types of facilities, with plans for expansion of the number of open slips leading those for all other types of facilities.

CONCLUSIONS

The following conclusions, based on the information provided by the 1,119 questionnaires, the 117 vacation farms, and the 66 case examples, are assumed to be representative of the situations of privately owned and privately operated recreation facilities in the United States.

A majority of the privately owned recreation enterprises are open to the public and are operated for profit. Most are owned by individuals or families although many are owned by companies or corporations. Comparatively few are operated as private clubs, although the number of such club-type operations is increasing and probably will continue to increase. Still fewer recreation facilities are operated by industrial and commercial firms for their employees.

In recreation categories in which the ratio of improvement values to land values is high, the land is generally operator owned. In those categories in which the ratio of land values to improvement values is high, greater proportions of land are leased. Exceptions to this general rule seemed to be yacht and boat clubs, where leasing predominates, yet the ratio of improvement values to land values is high.

²Survey of Public Recreational Use of Private Lands, Natural Resources Department, Chamber of Commerce of the U. S., 1961.

³Recreation on Forest Industry Lands, American Forest Products Industries, 1960.

⁴Resident Camps for Children, prepared by the American Camping Association, Inc., for the National Park Service, 1960.

⁵A Program for a Second Generation of Planned Progress for the American Youth Hostels, A. L. Franses, June 1960.

⁶Marinas, Yacht Clubs, Boat Yards, National Association of Engine and Boat Manufacturers, Inc., December 1959.

A majority of the popular recreation activities is of two types: water-related sports and those making extensive uses of land. Recreation facilities in this survey generally are located on rolling or hilly lands. Cover is usually grass, forest, or combinations of grass and forest. Flat or mountainous terrain and other types of cover are utilized less frequently.

The optimum size of business varies with individual conditions. Factors involved in establishing this optimum include the age and ability of the operator, the dependability of the labor force, the location of the business relative to potential demand, the seasonal fluctuations, and the degree and quality of competition. The capacity of some enterprises (shooting preserves, for example), can be expanded more easily and more rapidly than other (resorts, for example).

Many people who are trying to manage recreation enterprises are not well adapted to the work. Personal attributes are important; the manager largely creates the "atmosphere" of his recreation facility and recreationists usually search for places and conditions to which they can adjust easily.

Apparently, about half of the privately owned recreation enterprises have problems related to doing business that were worth mentioning. Most of these problems are caused by antisocial actions of the guests--the most frequent being vandalism, trash and littering, and carelessness with fire. Government-created problems of two types also occur--those caused by conflicting regulations in adjoining jurisdictions and those caused by the absence of adequate understanding and communication between operators and public officials. Standardization of regulations and reciprocity among jurisdictions appear to be essential, as do better training and closer supervision in public relations for governmental personnel dealing with the public.

Intensive operations have a greater variety of guest-created problems than extensive ones because a greater number of people must be watched. Conversely, it is often easier to police crowds than it is to catch the vandals and other troublemakers on extensive holdings, such as shooting preserves and industrial forest lands.

The fact is that too many people neglect proper public manners. Because of their carelessness and thoughtlessness, they add to the costs of recreation services and increase private operators' resistance to expanding their recreation opportunities.

Despite their problems, many recreation-facility owners plan to expand their facilities during the next 5 years. Expansion will be both on land presently owned or leased and on land to be acquired. Most frequently, facilities for extensive sports (such as skiing, riding, and hunting), will be increased; expansion of water-sports facilities also is planned by many operators. Comparatively few owners plan to add or increase facilities for sports making intensive use of the land.

Owners of extensive holdings already utilized for hunting, fishing, hiking, picnicking, and so forth, anticipate increasing demands for more privileges.

Many of those whose lands and waters are still closed recognize that public sentiment will sooner or later force removal of limits where recreation can be practiced safely. Many would welcome sound standard, fair treatment relative to governmental requirements proper compensation, and a logical balance between publicly owned and developed resources and privately owned recreation facilities. Owners of a number of facilities open to the public for recreation activities, in effect, subsidize such recreation by providing outstanding opportunities for public enjoyment at less than actual cost. Situations of this kind should be recognized and further encouraged.

Although the business of providing private outdoor recreation opportunities is not particularly unique, it is an exacting occupation with many specialized branches. It offers opportunities to operators who can provide sound business management, promotion, and investment, and whose personalities are adapted to the task. However, the remnants of our national antipathy against play must be overcome and many problems typical of the growing pains of new types of enterprises will need to be alleviated. The variety of mass-produced, economy-packaged recreation demanded today by vacationers was almost unknown a generation ago. Even government--National, State, and local--often looks askance at this burgeoning business.

Despite the problems and the setbacks, private recreation development will move ahead--with or without government assistance. Public developments alone will not satisfy the unfilled demand for recreation opportunities. Many people want a variety of recreation experiences incompatible with the practical limitation of public facilities. Many of the expressed desires for recreation services are outside the traditional realm of public service. For maximum development, public recreation programs should complement rather than compete with private recreation enterprise; should be compatible rather than combatant; and each should operate in its own area of responsibility.

RECOMMENDATIONS

1. Greater emphasis should be placed by all levels of government on the larger role that private enterprise can and needs to have in providing the facilities and services required for outdoor recreation. Programs for public information about the role of private enterprise in outdoor recreation need to be emphasized and strengthened.

2. Public relations programs need to be developed by private recreation enterprise to explain its position, its functions, and its problems to the public--its potential customers.

3. Both research and technical assistance programs need to be developed to help new recreation enterprises get started and to help established enterprises improve their operations. Research on possible new fields of outdoor recreation is needed. The assistance programs could well foster development of new fields

of endeavor by private enterprise. Technical assistance including educational and informational services for owners, operators, and employees in this field is needed also.

4. Financial assistance, through simplified borrowing procedures, guaranteed loans, public loan programs, or other appropriate means, needs to be made available to competent persons developing privately owned recreation facilities of acceptable quality for public use.

5. Research is needed to determine the impact of laws, codes, regulations, policies, taxes, licenses, inspections, required reports, and other regulatory or administrative requirements of the various levels of government to learn where they impose undue hardship or discrimination. The results from this research (both positive and negative) could be translated into necessary reforms to alleviate unsatis-

factory situations and to facilitate favorable ones.

6. Agencies at all levels of government might well initiate informational and educational programs to help improve the behavior of persons using recreation facilities. Private recreation, as an industry, could cooperate in this activity.

7. Law-enforcement programs need to be strengthened or extended to help private (and public) recreational-resource managers combat the vandal, the thief, the litterer, and others who carelessly or maliciously cause damage to recreation facilities.

If these guides are followed--if private operators, public agencies, and the people using recreation facilities work together toward the common goal--the total supply of outdoor recreation resources available for use will be increased and the satisfaction the public gains from use of these resources will be multiplied.

THE ADVISORY COUNCIL

The act establishing the Commission provided for an Advisory Council consisting of Federal liaison officers from agencies having a responsibility for outdoor recreation and 25 other members representative of various major geographical areas and citizen interest groups. The following persons served on the Council.

FEDERAL LIAISON MEMBERS

Department of the Treasury
A. Gilmore Flues
Assistant Secretary

Department of Defense
Carlisle P. Runge
Assistant Secretary

Department of Justice
Robert F. Kennedy
Attorney General

Department of the Interior
Stewart L. Udall
Secretary of the Interior

Department of Agriculture
Orville L. Freeman
Secretary of Agriculture

Department of Commerce
Edward Gudeman
Under Secretary

Department of Labor
Jerry R. Holleman
Assistant Secretary

Department of Health, Education,
and Welfare
Ivan A. Nestingen
Under Secretary

Federal Power Commission
Howard Morgan
Commissioner

Housing and Home Finance Agency
Milton Davis
Office of Program Policy

Interstate Commerce Commission
Bernard F. Schmid
Managing Director

Small Business Administration
John J. Hurley
*Special Assistant to the
Administrator*

Smithsonian Institution
Albert C. Smith
*Director
Museum of Natural History*

Tennessee Valley Authority
Robert M. Howes
*Director
Division of Reservoir Properties*

Veterans Administration
W. J. Driver
Deputy Administrator

OTHER MEMBERS

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*Director-Consultant
U.S. Borax & Chemical Association
New York, New York*

A. D. Aldrich
*Director
Game and Fresh Water Fish
Commission
Tallahassee, Florida*

Harvey O. Banks
*Water Resources Consultant
San Francisco, California*

Andrew J. Biemiller
*Director
Department of Legislation, AFL-CIO
Washington, D.C.*

James Lee Bossemeyer
Executive Director
National Assn of Travel Organizations
Washington, D.C.

Harvey Broome
President
The Wilderness Society
Knoxville, Tennessee

A. D. Brownfield, Sr.
American National Cattlemen's Assn
Deming, New Mexico

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Christian Science Monitor
Boston, Massachusetts

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International Paper Company
Mobile, Alabama

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Kansas State Board of Health
Topeka, Kansas

DeWitt Nelson
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Department of Conservation
State of California
Sacramento, California

Lloyd E. Partain
Manager
Trade and Industry Relations
The Curtis Publishing Company
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Joseph Prendergast
Executive Director
National Recreation Association
New York, New York

T. J. Rouner
Vice President
New England Power Company
Boston, Massachusetts

David A. Shepard
Executive Vice President
Standard Oil Company of New Jersey
New York, New York

Gilbert F. White
Chairman of the Department of
Geography
The University of Chicago
Chicago, Illinois

FORMER MEMBERS

(Titles indicate affiliation at time of membership on Council)

Bertha S. Adkins
Under Secretary
Department of Health, Education, and
Welfare

Elmer F. Bennett
Under Secretary
Department of the Interior

Newell Brown
Assistant Secretary
Department of Labor

Ward Duffy (deceased)
Editor
Hartford Times
Hartford, Connecticut

Charles C. Finucane
Assistant Secretary
Department of Defense

Clyde C. Hall
National Science Foundation

Flora Y. Hatcher
Assistant to the Administrator
Housing and Home Finance Agency

Marion F. Hetherington
Deputy Chief
Federal Power Commission

Mrs. Oveta Culp Hobby
President
The Houston Post
Houston, Texas

Robert C. Jones
Assistant to the Administrator
Small Business Administration

James M. Mitchell
Associate Director
National Science Foundation

Bradford Morse
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Perry W. Morton
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Lands Division
Department of Justice

Carl F. Oechle
Assistant Secretary
Department of Commerce

E. L. Peterson
Assistant Secretary
Department of Agriculture

Matthew A. Reese, Jr.
Special Assistant to the Administrator
Small Business Administration

Frederick Stueck (deceased)
Commissioner
Federal Power Commission

ORRRC STUDY REPORTS

Page counts are estimates. All are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.

1. Public Outdoor Recreation Areas—Acreage, Use, Potential, 260 pages, prepared by the Commission staff, presents a description and analysis of all nonurban public designated recreation areas in the 50 States, Puerto Rico, and the Virgin Islands. Nearly 10,000 named areas, and an additional 15,000 small areas, are included, with pertinent data on their acreage, location, and management agency. Areas containing more than 40 acres are evaluated and analyzed in terms of visits, use pressures, major activities, facilities, number of employees, and future expansion potential. This study contains a separate inventory of recreation use of military areas, public domain, and Indian lands in the United States. Definitions and procedures utilized in the study are included.

2. List of Public Outdoor Recreation Areas—1960, 190 pages, prepared by the Commission staff, contains the names of approximately 10,000 recreation areas, grouped by State and managing agency, and provides data on their acreage and county location. Additional aggregate data for minor recreation areas, such as waysides and picnic areas, are included. Data on areas are presented by census region, management agency, and size category. Definitions and procedures utilized in obtaining these data are included.

3. Wilderness and Recreation—A Report on Resources, Values, and Problems, 340 pages, prepared by The Wildland Research Center, University of California, Berkeley, presents a comprehensive discussion and analysis of wilderness preservation. The study contains an inventory of 64 areas, containing approximately 28 million acres. It discusses traditional concepts of wilderness, various approaches to its economic evaluation, and basic legal and administrative considerations and problems involved in wilderness preservation. An evaluation is made of the commercial potential of existing wilderness areas—timber, grazing, water, and mineral resources. An analysis of the social and economic characteristics of wilderness users is based upon a sample survey carried out in three specified areas.

4. Shoreline Recreation Resources of the United States, 150 pages, prepared by The George Washington University, contains an analysis of the Great Lakes and ocean shoreline of the contiguous States, and presents a detailed State-by-State summary of quantitative and qualitative factors affecting their recreational use. It includes a classification of national shoreline resources—beach, marsh, and bluff. Problems of private ownership, access, and suitability are discussed, and recommendations are made.

5. The Quality of Outdoor Recreation: As Evidenced by User Satisfaction, 95 pages, prepared by the Department of Resource Development, Michigan State University, presents the findings of a study designed to test the usefulness of user satisfaction as a measure of area quality. This study is based in part upon a user survey of 24 recreation areas, Federal, State, and local. Data from the survey are summarized and evaluated in terms of socioeconomic characteristics and activities engaged in. Field appraisals of various elements which affect quality—facilities, physical characteristics, cleanliness, degree of congestion—of each site were carried out by a team of resource technicians to provide a framework for relating and assessing the survey findings. An analysis is made of the validity of employing expressions of

user satisfaction as a measure of area quality, and the resulting implications for public policy are discussed.

6. Hunting in the United States—Its Present and Future Role, 180 pages, prepared by the Department of Conservation, School of Natural Resources, The University of Michigan, examines the forces affecting game supply and summarizes a State-by-State survey of factors influencing hunting in the 48 contiguous States. Attention is given to wildlife regulations, limitation of hunting access, public hunting areas, fee hunting, and shooting preserves. The significance of land-use trends and Federal land-use programs as they affect game supply are evaluated. Problems affecting State game agencies are analyzed and suggested solutions are offered.

7. Sport Fishing—Today and Tomorrow, 130 pages, prepared by the Bureau of Sport Fisheries and Wildlife, U.S. Department of the Interior, presents an appraisal of fishing as a form of recreation in the United States and includes a State-by-State survey of the problems of supply, status of fishing waters, and management policies and responsibilities. It covers present and future supply of both warm- and cold-water fish and makes projections of the status of sport fishing in the years ahead. It summarizes the future prospects by regions.

8. Potential New Sites for Outdoor Recreation in the Northeast, 170 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, presents the findings of a study designed to determine the existence of potential recreation sites of 30 acres or more, currently in private ownership and located in the 10 densely populated Northeastern States. The location of sites is based upon an analysis of aerial photographs. Site potentiality is determined according to land type, recreation suitability, and proximity to major metropolitan concentrations. Case studies carried out in New Hampshire, Pennsylvania, and Connecticut are utilized to illustrate ownership patterns, problems, history of land transfer, current land use, and availability for public purchase. The report describes procedures used by and available to State agencies for land acquisition and development.

9. Alaska Outdoor Recreation Potential, 50 pages, prepared by The Conservation Foundation, appraises the major factors affecting the development of Alaska's recreation potential. It discusses land control and disposition patterns and economic development problems. It evaluates the present status of recreation, examines the essentials of sound recreation planning, and concludes with a summary of current problems and recommendations for future development of Alaska's recreation potential.

10. Water for Recreation—Values and Opportunities, 130 pages, prepared by the Geological Survey, U.S. Department of the Interior, presents an analysis of future water-based recreation in the United States. It relates recreation uses of water to other types of water development and discusses the importance of including recreation in the planning of water resource projects. The problem of access is discussed, and the effects of such factors as water quality and reservoir management upon recreation use are analyzed.

11. Private Outdoor Recreation Facilities, 150 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, consists of two parts. The first reports on a mail survey of private owners of recreation facilities such as resorts, dude ranches, campgrounds, ski areas, vacation farms, and resort hotels, and includes a partial inventory from secondary sources of industrial recreation areas, including large commercial timber holdings. The second phase of the study is a qualitative appraisal of 66 cases representing various types of private recreation facilities scattered

throughout the United States. Included is a discussion of such factors as type of specific activities provided, amount of land used, number of visitors, fees charged, problems encountered, and plans for expansion.

12. Financing Public Recreation Facilities, 100 pages, prepared by the National Planning Association, contains an analysis of the difficulties involved in obtaining long-term financing for recreation facilities. The role of concessioners is the principal focus with particular emphasis on factors such as Federal policy, short season, contract provisions, and general philosophy. Some consideration is given to State policies. The analysis is supplemented by 18 case studies of concession operations on Federal lands and the approach of seven selected States: California, Indiana, Kentucky, New Hampshire, New York, Oklahoma, and West Virginia.

13. Federal Agencies and Outdoor Recreation, 130 pages, prepared by The Frederic Burk Foundation for Education, San Francisco State College, presents a descriptive analysis of the organizational and administrative structure of Federal agencies concerned with outdoor recreation. While the traditional Federal land-managing agencies receive primary consideration, attention is also given to other agencies which indirectly affect the total supply of outdoor recreation opportunities. The study is focused upon recreation program objectives and policies of the agencies. Important problems encountered are analyzed, and opportunities for more effective program coordination and cooperation are identified.

14. Directory of State Outdoor Recreation Administration, 195 pages, a Commission staff project based on an American Political Science Association study, presents a State-by-State description of recreation administration. It is designed to serve as a directory of State agencies concerned with outdoor recreation, together with a brief description of agency authority, organization, and programs. Attention is given to significant or unique activities or administrative features.

15. Open Space Action, 60 pages, prepared by William H. Whyte, deals with ways and means of acquiring open space in the fast developing areas of this country. Part I is a brief history of significant Federal, State, and local developments in open space action. Part II contains observations and guidelines for open space action programs. Specific recommendations for action by all levels of government are presented in part III. An appendix contains examples of Federal and State legislation, tax abatement measures, easement forms and costs, and plans incorporating new devices such as cluster development.

16. Land Acquisition for Outdoor Recreation—Analysis of Selected Legal Problems, 60 pages, prepared by Norman Williams, Jr., reviews the constitutional power of State and local governments to acquire land by purchase or condemnation for recreational purposes and for related open space, and the constitutional power of the Federal Government to condemn land for such purposes. The study also examines legal problems involved in acquiring easements and other less-than-fee rights in land for recreation and open space.

17. Multiple Use of Land and Water Areas, 45 pages, prepared by John Shanklin, discusses multiple use both in a statutory and in a management sense and analyzes the relationship of recreation to other uses of land and water. It reviews the multiple-use concepts of the land management agencies of the U.S. Government and includes sections on multiple use at the State level and on private land. The volume contains sections on multiple-use criteria and suggestions for multiple-use management of public lands. Comments on the study from Federal, State, and private land management agencies are included in the report.

18. A Look Abroad: The Effect of Foreign Travel on Domestic Outdoor Recreation and a Brief Survey of Outdoor Recreation in Six Countries, 45 pages, prepared by Pauline Tait, discusses the effect of Americans going abroad as a substitute for major outdoor recreation trips in this country and the impact upon our own outdoor recreation resources of foreign travelers coming to this country. It presents travel projections to the years 1976 and 2000. A second part contains a brief review of outdoor recreation programs in Great Britain, France, West Germany, Denmark, The Netherlands, and Japan. Attention is directed to innovations that might be applicable in this country.

19. National Recreation Survey, 300 pages, prepared by the Commission staff on the basis of data collected by the Bureau of the Census, contains the tabular results and analysis of a nationwide survey of the outdoor recreation habits and preferences of the American people 12 years of age and over. These data are derived from four separate samples, each involving approximately 4,000 interviews. Tables show various participation rates by activity and region, according to age, sex, place of residence, education, occupation, and race. Activity rates are also shown by state of health, physical impairment, and size of community. Activity preference and data on vacation trips and outings are expressed according to selected socioeconomic characteristics. Estimates are made of expenditures, proportion of leisure time devoted to outdoor recreation, and other factors. Descriptive analyses of the results of the survey include socioeconomic factors associated with participation in 17 specified outdoor activities; expenditures on vacations, trips, and outings; and background factors associated with participation in certain groups of activities.

20. Participation in Outdoor Recreation: Factors Affecting Demand Among American Adults, 100 pages, by Eva Mueller and Gerald Gurin with the assistance of Margaret Wood, contains the results of a survey conducted by the Survey Research Center, The University of Michigan. It discusses the effect upon participation of income, education, occupation, paid vacations, place of residence, region, sex, age, life cycle, and race. Included are discussions of outdoor recreation in relation to leisure-time use, vacation and weekend trips, parks and recreation areas. It contains a chapter on camping. The study is based upon 2,759 interviews with a representative sample of U.S. adults.

21. The Future of Outdoor Recreation in Metropolitan Regions of the United States, 640 pages, prepared jointly by the Commission staff and selected universities and planning agencies. One part describes the general characteristics of outdoor recreation activities and particular problems of metropolitan residents, including the problem of access. It contrasts present and future outdoor recreation opportunities against the backdrop of expanding urbanization. It contains separate studies of five selected metropolitan regions: New York-New Jersey-Philadelphia (The Institute of Public Administration), Atlanta (Center for Continuing Education, University of Georgia), St. Louis (Washington University), Chicago (Northeastern Illinois Metropolitan Area Planning Commission), and Los Angeles (University of California, Los Angeles). The central topic in each study is an analysis of the supply and demand aspects of outdoor recreation. In each case, central problems are identified and possible solutions suggested.

22. Trends in American Living and Outdoor Recreation, 315 pages, contains a group of essays dealing with the effects of current social and cultural trends upon future needs and preferences for outdoor recreation. These essays, prepared independently by recognized scholars in the behavioral sciences, are focused upon the

following topics as they relate to outdoor recreation: historical development; cultural change; demographic factors; the family; mass communication; physical and mental health; education; voluntary groups; political institutions; urban growth; and the planning process. Authors include Lawrence K. Frank, Herbert J. Gans, William J. Goode, Morton Grodzins, Philip M. Hauser, Max Kaplan and Paul F. Lazarsfeld, Margaret Mead, Jay B. Nash, Harvey S. Perloff and Lowdon Wingo, Jr., Julian W. Smith, George D. Stoddard, and Melvin M. Webber.

23. Projections to the Years 1976 and 2000: Economic Growth, Population, Labor Force and Leisure, and Transportation, 510 pages, contains a set of four fundamental studies which project the size, distribution, income, leisure, and mobility of the American population to 1976 and 2000. The population studies are by the Commission staff, economic projections by the National Planning Association, labor force and leisure projections by the Bureau of Labor Statistics, U.S. Department of Labor, and the transportation study by A. J. Goldenthal, Washington, D.C. In addition to national aggregates, attention is directed to regional and State characteristics.

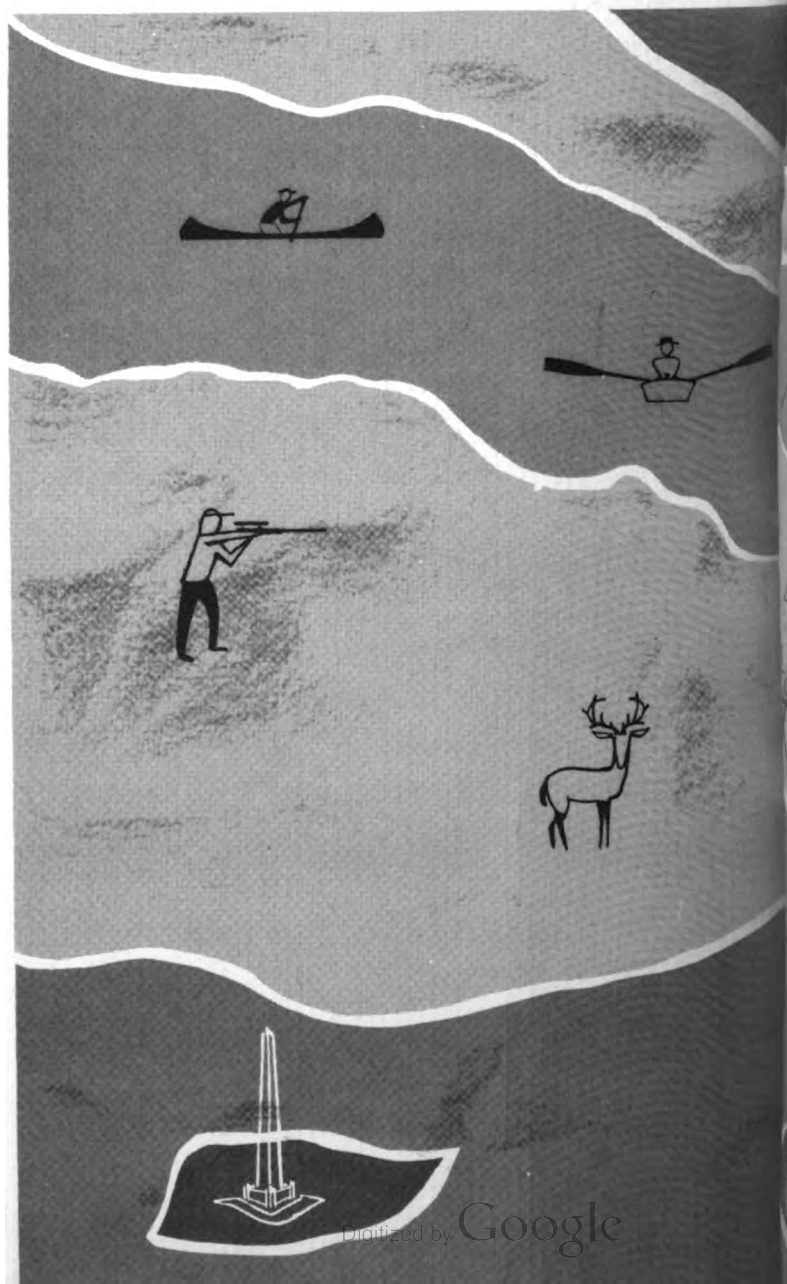
24. Economic Studies of Outdoor Recreation, 150 pages, contains a group of essays dealing with various economic aspects of outdoor recreation. Both theoretical and practical approaches are taken to some basic economic problems of recreation development, including those of investment, pricing, timing, benefit-cost evaluation, public-private relationships; and economic impact. Methods of economic analysis and evaluation utilized by various Federal resource development agencies are discussed. In addition to Commission staff, contributors include Marion Clawson, Resources for the Future; Arthur L. Moore, the National Planning Association; and Ivan M. Lee, University of California, Berkeley.

25. Public Expenditures for Outdoor Recreation, 90 pages, prepared by the Commission staff, indicates the total direct expenditures made by Federal, State, and local governments for providing outdoor recreation opportunities, facilities, and services during the period 1951-60. An analysis is made of the relative amounts spent within each State and each major census region, as well as among the agencies concerned, for land acquisition, development, construction, operation and maintenance. Appendix tables show detailed data on annual expenditures by level of government, by agency, and by objective.

26. Prospective Demand for Outdoor Recreation, 150 pages, prepared by the Commission staff, measures the needs and preferences of the American people for a number of outdoor recreation activities. This comprehensive analysis is based on data obtained from the National Recreation Survey, the Commission inventory, the metropolitan studies, and the essays concerned with trends and patterns of American life.

27. Outdoor Recreation Literature: A Survey, 100 pages, by the Library of Congress, discusses the problems of preparing a bibliography on outdoor recreation—the diversity of the field, and its relationship with other fields—and includes a listing, description, and assessment of some of the more important references. The discussion is divided into literature on resources and literature on users. Two appendixes contain separate bibliographies on leisure and intergovernmental problems.

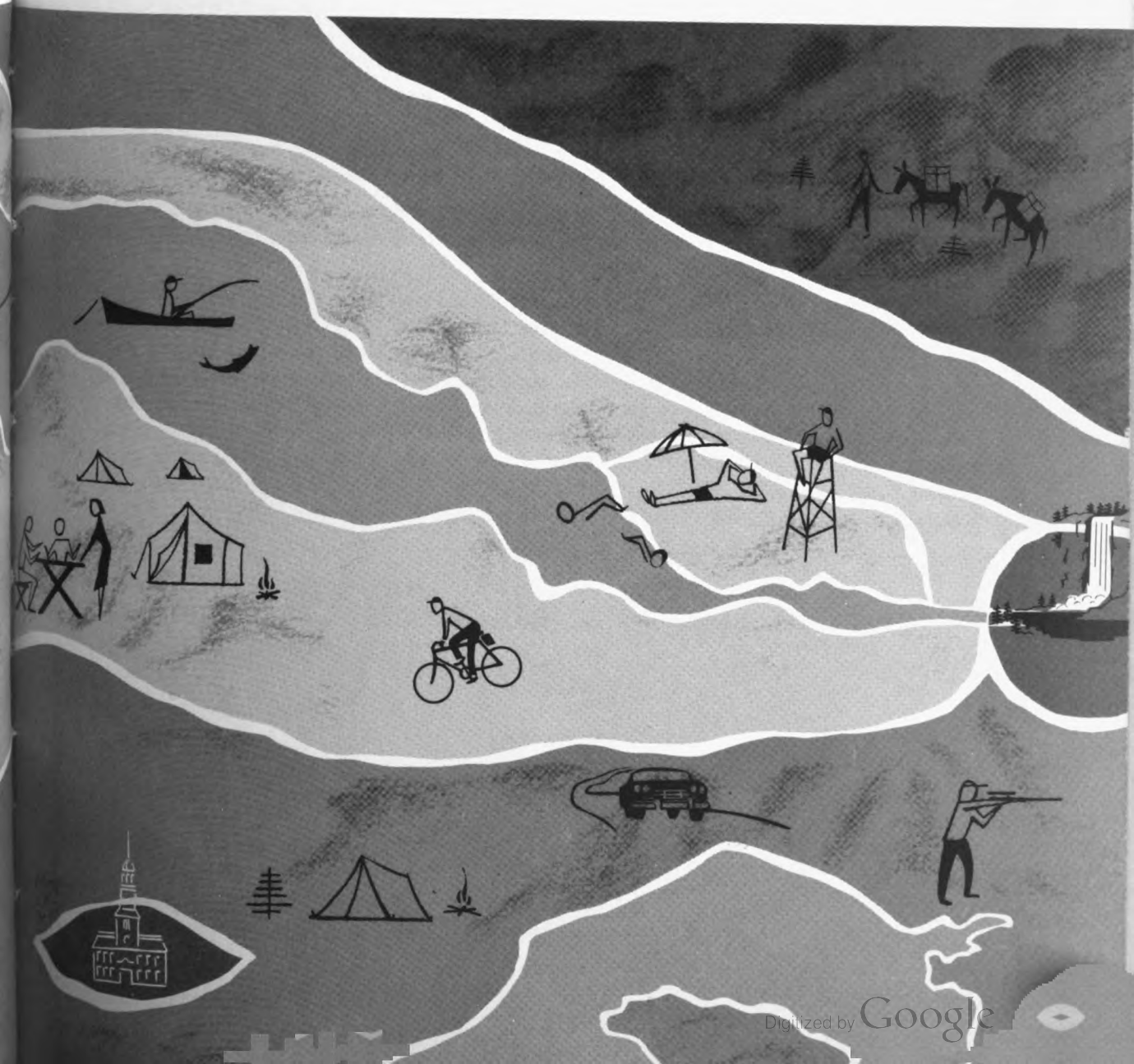
"The outdoors lies deep in American tradition. It has had immeasurable impact on the Nation's character and on those who made its history. . . . When an American looks for the meaning of his past, he seeks it not in ancient ruins, but more likely in mountains and forests, by a river, or at the edge of the sea. . . . Today's challenge is to assure all Americans permanent access to their outdoor heritage."



DEC 12 1962

PAYING FOR RECREATION FACILITIES

A Report to the Outdoor Recreation Resources Review Commission



OUTDOOR RECREATION FOR AMERICA

The Report of the Outdoor Recreation Resources Review Commission to the President and the Congress

This report surveys our country's outdoor recreation resources, measures present and likely demands upon them over the next 40 years, and recommends actions to insure their availability to all Americans of present and future generations.

The first part of the 246-page volume reviews the place of outdoor recreation in American life, drawing largely on the finding of the Commission's expert studies. It describes the supply of recreation resources, the demand for recreation, the economics of recreation, and the problems of relating all three to assure present and future generations of the outdoor recreation opportunities they require. The second part contains recommendations for programs and policies, with chapters concerning the responsibilities of the Federal Government, the States, local government, and private enterprise. There are chapters on special problems of management, financing, water, and research. The report is for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C., for \$2.

ORRRC Study Report 12

Paying for Recreation Facilities

*Report to the Outdoor Recreation Resources Review Commission
by the National Planning Association*

Washington, D. C. 1962

Library of Congress Catalog Card Number: 62-60034

***ORRRC Study Report 12. For sale by the Superintendent of Documents,
U.S. Government printing Office, Washington 25, D. C. Price 55 cents***

OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

The Outdoor Recreation Resources Review Commission was created by the Act of June 28, 1958 (Public Law 85-470, 72 Stat. 238). The task assigned to the Commission was to seek answers to the following basic questions:

What are the recreation wants and needs of the American people now and what will they be in the years 1976 and 2000?

What are the recreation resources of the Nation available to fill those needs?

What policies and programs should be recommended to insure that the needs of the present and future are adequately and efficiently met?

The Commission's report, *Outdoor Recreation for America*, which was presented to the President and to the Congress on January 31, 1962, contains the findings of the Commission and its recommendations for action required to meet the Nation's outdoor recreation needs in 1976 and 2000.

In the course of its work, the Commission obtained many special reports from its own staff, public agencies, universities, nonprofit research organizations, and individual authorities. It is publishing these reports because of their potential interest to officials at all levels of Government and to others who may wish to pursue the subject further. A descriptive list of the study reports appears at the end of this volume.

In the development of the findings, conclusions, and recommendations presented to the President and to the Congress in January 1962, the Commission considered this report and other study reports, but its conclusions were based on the entire study and on its own judgment. Publication of the study reports does not necessarily imply endorsement of them in whole or in part.

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Senators Frank A. Barrett of Wyoming and Arthur V. Watkins of Utah served on the Commission from its inception until January 1959. Senator Richard L. Neuberger of Oregon served on the Commission from its inception until his death in March 1960. Senator Thomas Martin of Iowa served from February 1959 until January 1961.

Representative John J. Rhodes of Arizona served from the inception of the Commission until February 1959. Representative Harold R. Collier of Illinois served from February 1959 until March 1960. Representative Al Ullman of Oregon served from the inception of the Commission until April 1961.

Mrs. Katharine Jackson Lee, Director, American Forestry Association, Peterborough, New Hampshire, served on the Commission from its inception until her death in October 1961.

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The above list includes those persons who served at least one year or who were members of the staff at the time the Commission's report was published.

This study was prepared under the supervision of Henry L. Diamond of the ORRRC Staff. He also contributed the sections on Yosemite National Park, Glacier National Park, Mount Rainier National Park, the California concession system, and the Mammoth Mountain Ski Development.

FOREWORD

This is a report of the National Planning Association on the financing of public recreation facilities of a commercial or quasi-commercial nature. This report on the program of visitor services by private enterprise at public outdoor recreation areas was prepared under contract with the Outdoor Recreation Resources Review Commission. In addition, a grant was received from the American Conservation Association to undertake case studies, in the field, of experience and problems of concession operators.

The report concludes that the concession system of financing and operating facilities on public lands is capable of being expanded to meet the increasing needs of the future, but that certain government actions are needed to assure this development.

A number of suggestions are made by the director of the study for the consideration of public officials, and important lines of further research are recom-

mended. There is great need for more information regarding the economics of recreation, including the effect of different government policies on the development of recreation resources.

The study was directed by Arthur L. Moore, who had the assistance of a field staff. Mr. Moore is the author of chapters 1 through 6 of the study; members of the staff wrote chapters 7 through 10.

The National Planning Association is greatly indebted to Mr. Moore and his associates, as well as to a group of experts in recreation finance who attended a conference on the subject to assist in planning the study.

John Miller
Executive Secretary
National Planning Association
August 15, 1961

PREFACE

Somewhere close to 200 persons helped, in a very real sense, with this report. Many are in various phases of the recreation business or are public officials whose duties lie in recreation. It is impossible to name them all or thank them adequately.

The report is in two parts.

Chapters 1 through 6 consist of general analysis and conclusion. It was written by the director of the study.

Chapters 7 through 10 consist of case studies, field reports, and a description of certain phases of Government-concessionaire.

Staff activities proceeded along two lines simultaneously.

One line was into the policies of government in regard to financing recreation facilities. This was done agency-by-agency in the Federal Government and included several States. The goal was to explain present policies in the light of past events and current problems. While the results of this line of inquiry appear throughout the study, they are given particular attention in chapter 7, the Federal portion of which was written by Susan Webb Hammond, who specialized in this phase.

At the same time, case studies of selected concession operations and State park systems were being made by a field staff.

Professor William H. Day, Research Director of the University of Tulsa, made case studies of concessionaires around the Corps of Engineers reservoirs in the Southwest. Professor Day is the author of an analysis, made in 1960, for the Small Business Administration into the business side of reservoir

recreation and thus brought to our study a helpful background of professional experience.

Donald O. Loomis, a writer of wide background in economic matters and a member of the McGraw-Hill Publishing Company's Washington staff, specialized in State park operations (Kentucky, Indiana, New York, and New Hampshire) and also prepared studies of the Wheeling, W. Va., and the Muskingum Conservancy District programs. Mr. Loomis brought to the study the point of view of an enthusiastic family camper.

In summary: The field staff visited and made reports on four national park concessions, two Forest Service concessions, four Corps of Engineer concessions, seven State park operations, one municipal park, and the recreation program of one conservancy district covering a 17-county area in Ohio.

All members of the staff contributed significantly to the overall findings of the report, far beyond their specific assignments, though the director of the study is responsible for those sections not ascribed to individual staff members.

The study was greatly aided by a full-day conference of recreation experts sponsored by the National Planning Association, at which the plan of study was discussed. The counsel of these experts was invaluable and played an important part in determining the direction and content of the study. Those attending the conference are named on the following page.

Arthur L. Moore
Washington, D. C.
August 15, 1961

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SUMMARY AND SUGGESTIONS

In meeting outdoor recreation demands, and in particular in preparing to meet the rising demand of the future, the first thought is for adequate space—open land, open water, open shoreline. But as every recreation seeker and every recreation administrator knows, certain types of man-made facilities will also be in great demand.

The problem of providing the necessary funds for these facilities—ranging from simple family camping sites to ski tows and multimillion dollar motor lodges—has been a major problem in the past. In the absence of sound policy formulation, it could become even more of a problem in the future. Shortage of capital for man-made facilities could, under some circumstances, become a major bottleneck in meeting recreation's future needs.

It is the task of this report to examine the capital shortage for recreation facilities in public areas, ascertain its basic causes, and suggest steps that could lead to a freer flow of funds in the future. Both private and public funds are involved, and virtually all levels of government.

The heart of the problem is the concession system, by which private capital is induced to provide outdoor recreation facilities on Government land. This system has been developing and adjusting to new conditions ever since the creation of the first national park in 1872. It has provided almost all the commercial and quasi-commercial facilities now in national parks, national forests, at Federal reservoirs and other Federal recreation developments. The present health of this system and its future prospects are major concerns of the study.

To a lesser extent government funds are also used to provide the type of facility we are considering. Most Government recreation funds are spent for land acquisition and for such basic noncommercial facilities as access roads, toilets, and drinking water. We do not take up the problem of funds for noncommercial facilities of this type. But we examine in some detail Government construction and operation of the same kind of facilities that are supplied by private concessionaires. Government activity of this kind is found chiefly at the State level and to a minor degree in some Federal agencies, most particularly the National Park Service.

Within the limits of time and resources, the aim of the report is fourfold: To clarify problems, develop material that will be of assistance to private and public decision-makers, suggest fruitful lines of further inquiry, and make suggestions for the consideration of public officials.

Summary

The private sector of the economy (the concession system) is by far the most promising source of potential new funds for recreation facilities. The general health of the concession system is good, and it has shown great capacity for growth the past 10 years. But capital requirements are mounting rapidly.

Unless specific steps are taken, ranging over a wide variety of Government policies, the concession system may not be equal to the new burdens being placed on it.

There is no simple, one-shot cure for the shortcomings and troubles of the concession system; the system is too complex for that. There is no single method of finance that will solve all needs, no heretofore undiscovered source of capital that can be tapped by some ingenious new device.

It is notable, in fact, that in our studies not a single new method or new source of financing facilities was uncovered in the private sector. Table 7 (chapter 6) demonstrates this in capsule form. Yet virtually all the private sources now in use are capable of being expanded, some of them dramatically, given the right combination of public policies. That is probably the overriding conclusion of the report.

What is required is a number of separate steps, none particularly spectacular itself, but each aimed at improving the economic climate in which concessionaires operate.

At best it is a troublesome climate due to factors beyond the control of government or anyone else—the brief recreation season in many areas, high costs of construction due to isolated locations, and the shifting desires of consumers.

The climate is made all the more troublesome by contradictory government attitudes, the supervision of public agencies, the occasional intrusion of political considerations, changes in public policies, vaguely worded contracts, and legal concepts that are novel to the world of orthodox finance.

The central goal of public policy should be to reduce these difficulties as much as possible while still protecting the paramount interests of the public.

To the degree that such steps are successful, an increased flow of funds may be expected from the private sector.

Personal capital resources going into concessions would increase.

Cash flow from successful concessions—historically a fruitful source of expansion capital—would increase.

The sale of equity securities might become a more widely used source.

These and other private sources, all to be discussed later, could be expanded. In a somewhat special category, the tapping of private savings through the sale of State revenue bonds is also capable of growth.

In the government sector there is also a scarcity of novel ideas. One method—the earmarking of funds collected from user fees or user taxes—is already being used in recreation but is capable of great expansion. The question is whether earmarking is wise from a fiscal point of view, and whether legislatures could be induced to go along with the plan. Even if more funds are obtained this way, they should probably be used first for acquisition of open space and for noncommercial facilities.

Most of the new ideas being given serious consideration lie in the area where private and government actions may be combined. A government loan insurance program is often mentioned. Concessionaires may find the government-sponsored Small Business Investment Corporation a useful device. Tax deferral on profits earned by concessions, suggested by some, would develop expansion capital but would be questioned on grounds of tax policy.

At the Federal level, the general policy is to attract private capital into the concession system where possible, and to employ Government funds for the construction or operation of facilities as a last resort. The concession system is geared to profit, or the hope of profit. It therefore must be supplemented by other means when for any reason a decision is made to acquire uneconomic facilities and operate them at a loss. This is a problem that confronts the National Park Service almost exclusively among the Federal agencies. It comes about in a number of ways. When a new park is established, local residents, backed by their spokesmen in Washington, press for facilities whether they can be operated profitably or not. In established parks, efforts to close down or move uneconomic facilities are likely to be hotly resisted. In still other cases it may be decided as a matter of public policy to establish facilities at a loss in a new park in the belief that they will become profitable later. These are all situations in which the political factor becomes more important than the economic factor.

The problem of financing and operating losing operations has been met by the National Park Service in a number of ways. The unique nonprofit distributing corporation has been used; it is described later and its continuance is recommended. In the case of Mount Rainier National Park, the Government finally purchased the facilities of a concessionaire who had been losing money for years. In one major park, the concessionaire is the wholly owned subsidiary of a nonprofit corporation. In a few cases new facilities have been constructed through direct Federal appropriations.

There is, in short, no general policy for handling such situations. Establishing one would not be simple, but closer study of the problem should yield valuable results. The answers would be of particular interest to the committees of Congress that watch over recreation appropriations and to recreation administrators. Findings would be of special value in the years ahead as new recreation areas are opened and pressure for the establishment of facilities that for a time, at least, would be uneconomic may well increase.

At the State level, the use of government funds for concession-type facilities is viewed in a different context. In many States there is no objection to using government funds for commercial and quasi-commercial activities in parks; in fact this method is preferred to the concession system. Many park administrators prefer State construction and operation on the grounds that profit-seeking enterprises are unsuitable in public parks, or because State operation is viewed as a source of funds for general park use. Elected officials back the administrators. A few States—Texas is one—welcome private capital on a concession basis. California is looking more to

the concession system than it has in the past, to meet a shortage of capital. It is possible that other States will be doing more of this in the future, particularly if the Federal agencies can show the way by reducing some of the problems in their own concession operations.

In some national park areas the concession system has been replaced by what this study refers to as the satellite system. In this system facilities of the type we are considering are not provided inside the park at all. Instead, accommodations are developed near the park entrances, on private land and of course with private capital. The same type of development occurs in connection with some winter sports areas on Forest Service land. The difficulty is that no control is retained over the quality or the suitability of the accommodations; the esthetic pleasures to be derived from the park visit or other activity may be sharply reduced.

Considerations for Policymakers

One purpose of this report is to suggest steps that could lead to a freer flow of capital into recreation facilities of the commercial and quasi-commercial type. Following is a list of such suggestions, presented here as briefly as possible, with only a word or two of explanation. All suggestions stem from material in the body of the report, however, and will be more fully discussed in context.

1. A clear statement of Federal policy toward the concession system is badly needed. Such a statement should set forth the role of concessions in a national recreation program as precisely and forthrightly as possible. A statement of policy was drawn up in 1950 concerning only the National Park Service. Conditions have changed markedly since then. The statement would have to be general in nature to cover the wide variety of concessions and to maintain the necessary degree of flexibility. But it could set forth a general philosophy in which the useful role of concessions is recognized, the basic rights of concessionaires described, and the reserved powers of the government clarified. This might take the form of a joint resolution by Congress, after proper studies and consideration.

2. The language of contracts, leases, and permits made with concessionaires could usefully be examined by a study group consisting of public officials, attorneys, and financial experts. The goal would be to rewrite the agreements in terms that would fully protect the public interest but which would be more reassuring to prospective investors and lenders. The present legal forms seem unduly weighted on the side of the government and unnecessarily stringent in light of actual operating conditions.

3. As a direct means of aiding the concession system, government insurance of loans made to concessionaires should be considered.

4. Concessionaires themselves and financiers interested in recreation should explore the possibility of organizing small business investment corporations to specialize in concession finance. The tax loss provisions are especially interesting.

5. The possibility of obtaining government loans through the newly established Area Development Program should be explored.

6. Where the satellite system is used instead of concessions, Federal aid for local land use planning and zoning programs might be considered. The results of a broad program, perhaps including a single style of architecture, could be demonstrated in a pilot project. The goal would be to establish high standards in such satellite areas, and encourage local citizens to maintain the standards. The importance of local zoning to establish a suitable atmosphere around public parks and recreation areas is gaining increasing attention in Congress. New techniques in this direction are badly needed.

7. States should examine the possibility of issuing revenue bonds for carefully planned projects, basing the program on the experience of a State that has used the plan successfully, such as West Virginia.

8. The possibility of attracting more private financing for State projects through the concession system is worth exploring.

9. An expanded use of earmarked funds is worth consideration at both the Federal and State levels. At least the motor fuel tax now collected from recreation boaters in the guise of a highway user tax should be made available to recreation in some form.

10. Camper fees should be charged in national parks and by the Forest Service. Campers everywhere accept such fees as reasonable and their use would likely stimulate increased private investment in campgrounds, already a growing factor in recreation.

11. The gifts of private donors have played an important role in outdoor recreation; their continuance should be encouraged. A program linked to a comprehensive national recreation program and stressing the need for facilities as well as land could attract new givers among individuals, families, and foundations.

A great deal remains to be learned about the economics of the concession business and the effect of related public policies. The following research projects are especially recommended.

1. More needs to be known about the operation of concessions and what contributes to success or failure. A study of dependable financial data by type of concession would yield information of value to both private investors and public administrators. To name just one benefit, the study would be of great assistance in determining the proper amount and the best method of setting franchise fees.

2. The art of making feasibility studies of the type that precedes the issuance of bonds for recreation purposes might well be examined with the goal of improving their accuracy and making their techniques known to smaller firms that cannot afford them.

3. A study of the financial results of State-owned and State-operated facilities has long been needed.

Statistics as published often give gross revenues but costs of operation are difficult to determine. The net income concept of ordinary accounting is not commonly used. Until information of this type is more readily available it is difficult to know to what extent State-operated commercial facilities are making or losing money.

4. Additional information should be sought about operating commercial-type facilities at a loss in national parks. A study could examine the circumstances that lead to acquisition of the losing facilities in the first place, as well as methods of meeting the problem and possible alternative solutions. The prospects for making them profitable operations should be examined. The circumstances under which losing operations should be established as a matter of deliberate policy need to be clarified.

5. A study of the ratio between capital inputs in recreation and the creation of new job opportunities would yield fruitful results in seeking loans for concession projects through the Area Development Program, and for other purposes. Much research remains to be done into the whole subject of the economic impact of recreation on undeveloped areas.

A spirit of innovation and a willingness to experiment are needed in facing the problems of financing recreation facilities in public areas. In this respect the recreation policies of the Tennessee Valley Authority, touched on in this report only briefly, could be studied with profit.

TVA methods have been refreshingly free from an overattachment to tradition. The Authority will sell pieces of its land to private recreation developers, for example, where there is an agreement on the type of facility to be constructed. It has worked away from the traditional concession system in this and other ways. In some cases of concession operation it has reversed the usual government attitude toward franchise fees based on a percentage of income. Instead of having the percentage increase as income rises (a method of profit sharing, basically), it has allowed the percentage to decline as income rises (an inducement to the concessionaire for more efficient operation).

TVA has had some valuable experience in the satellite approach to facilities, which it has followed consciously and deliberately. The Authority actively works with State, county, and community groups to strengthen their machinery for planning, land use controls, zoning, subdivision regulations, health and sanitation measures, and all the other public actions that are necessary to a growing recreation and resort area. It thus seeks to obtain the advantages of the satellite system while lessening its disadvantages.

This experience could well be the subject of a special study at this time, when communities all over the country are facing similar problems and seeking new methods of dealing with them.

SCOPE AND NATURE OF THE PROBLEM

The vast majority of visitors to the public outdoor recreation areas of the country desire goods and services that go beyond the simple utilities. Visitors expect a wide range of facilities to be available in suitable locations, such as service stations, retail stores, swimming pools, marinas, fishing docks, ski tows, pack animals, and restaurants. In all these, the element of commercialism enters.

In some instances, particularly in State parks, the facilities by which such goods and services are made available are provided by government.

Federal agencies with an interest in recreation look to private capital almost entirely to finance present and future needs.

Private capital is largely attracted through the concession system in which private persons, in return for a franchise fee or rental, are allowed to conduct a business for profit on public property, under such rules and regulations as are laid down by the responsible government agency. The reason for the dominating role of the concession system is simple: It has been the most practicable and most efficient way of supplying the facilities. Sometimes both the capital and the management of the facility are from the private sector. In many other cases, public funds are used to construct the facility but management is turned over to a private firm.

Such arrangements allow facilities to be constructed and operated with less public capital and with fewer public employees than would otherwise be the case. It is in accord with the widely held view that the government should not provide services that the private sector can supply. In recent years, moreover, techniques have been devised which have led to the establishment of several hundred small, private, independent business enterprises in connection with public recreation, a development which has widespread approval. The Corps of Engineers has been notably successful in this respect, along with other government agencies.

The involvement of private capital in public recreation programs, though often questioned, has a long history and has been reexamined and reaffirmed many times. The most sustained attack on the idea at the Federal level occurred in the decade of the 1940's when the U.S. Department of the Interior launched a number of moves designed to lessen the role of private capital in national park facilities. The effort failed and private investors in national park facilities came out of a period of doubt and confusion with certain rights more clearly stated than before.

At the height of the controversy of the 1940's, a group of private citizens studied the whole problem of facilities in national parks at the request of the

Secretary of the Interior. Their report^{1/} addressed itself in part to answering this question, put to the group by the Department of the Interior: "Should all structures and facilities for providing accommodations and services be owned by the Government?"

In reply, the group stated as a primary assumption that "private ownership and operation of concessions should be favored unless it can be shown that public ownership or operation can improve services to the public."

Later, the group said "Government ownership, but not operation, of basic facilities is, in the long run, in the public interest." This was in accordance with a long-held belief of National Park Service officials. But the group in the next sentence added: "Under existing circumstances, the general policy of Government ownership is not recommended where private capital can be obtained."

In 1950 the House Committee on Interior and Insular Affairs adopted a resolution endorsing the general principle of attracting private capital to park concessions. As recently as August 1960, the House Committee on Interior and Insular Affairs, after a hearing, reaffirmed the 1950 views of its predecessor committee. The 1960 resolution states that "certain facilities and services for public accommodation must be provided" in the national parks. "Such facilities," the committee added, ordinarily may be "more efficiently and economically provided through contracts with concessionaires rather than through direct Government operation."

There is considerably less private activity in financing and managing facilities in State and municipal programs than at the Federal level. Our field studies examined a number of State programs which emphasize the public approach.

A survey made a number of years ago^{2/} but which might still indicate the general view among State park officials as to management of facilities, showed a fairly even division as to the operation of lodges. Officials of 14 States favored operation by the State; 11 favored leasing to concessionaires. However, 20 States favored operating cabins themselves to 6 States that preferred concessionaires. State officials showed little liking for restaurant operations, and this would probably be the case today; 8 favored operation by the State while 17 preferred concessionaires. Opinion regarding retail stores and stands ran along comparable lines; only 11 liked State

1/ "National Park Concessions," report of the Concessions Advisory Group to J. A. Krug, Secretary of the Interior, 1948, mimeographed. Members of the group were Clem W. Collins (Chairman), George D. Smith, Elmer Jenkins, Charles G. Woodbury, and Charles P. Taft. Their report is a landmark in the history of concession operations in the national parks.

2/ "Report on the Practice of Granting Concessions to Private Operators in State Parks," H. H. Chapman for the Connecticut State Park and Forest Commission, 1946, mimeographed.

operation and 23 favored concessionaires. For most other activities—campgrounds, bathhouses, playgrounds, boat rentals—there was a heavy vote in favor of state operation. This study, it should be noted, was on operations only; it did not raise the issue of whether private or public capital should be used to construct the facility in the first place. It can be generally assumed, however, that in the past most State recreation officials have thought in terms of public capital. Recently there have been attempts made to interest private investors in constructing luxury-type lodges in State parks of Missouri and Texas; if acceptable techniques can be devised, States may become increasingly interested in the private sector as a source of funds. One technique which taps private investment funds, the State revenue bond, is described in later sections of our study.

Municipal recreation programs may be about equally divided between public and private operation of facilities, judging by a survey taken recently at an Administrators' Training Institute of the Great Lakes District Recreation Conference.^{3/} Of the cities represented in the survey, 52 percent lease facilities to concessionaires and 48 percent operate facilities themselves. Apparently public funds are used almost exclusively to construct the facilities.

The interplay between public and private interests has produced a wide variety of specific arrangements, some of them most complex. The chief reason for both the variety and the complexity is the difficulty of bringing in private capital or management under circumstances which will protect the public's obviously paramount interest in public recreation areas.

While Congress, in the resolution cited above, emphasizes the private side, there is also a long history of Congressional hearings and actions that stress the public's right to suitable services of high standard at moderate prices. There has been an insistent demand that the profits of concessionaires be closely watched and that they be required to pay adequate fees and rentals into the public treasury in return for the privilege of conducting a business for private profit in a public area.

In many instances this system has worked well. It has provided desired services for visitors with no capital costs to the government while encouraging the operation of taxpaying and fee-paying private businesses. However, in other instances the system has not been satisfactory. The quality of services has not been maintained. Adequate facilities have not been provided. All efforts to draw private investors into some national and State parks have failed.

There are a number of reasons for these failures.

First, there is the strong seasonal nature of activities in most of the national parks, where the concession system encounters its most trying circumstances. A 90-day span from the first of June to the early part of September accounts for almost all of the business in many parks. In some there is an even shorter season.^{4/} The economic effect

of the limited season can be demonstrated simply in terms of room rentals. Many motorists are familiar with the new motor lodges on major highways in which a luxuriously furnished room, with use of a swimming pool, may be obtained for about \$12 for a double room. In a national park where patronage must be drawn from the 90-day flow of visitors during the summer, the charge for such a room would probably have to be \$35 to assure an equal return to the investor. The growing interest in winter sports lengthens the season in some parks—but itself creates an important new demand for capital.

Another basic economic factor is the isolation of many of the country's favorite parks, especially those in the Western States. Lodges, cabins, restaurants, powerplants and the like must be constructed miles from the nearest railroad, and only after materials have been hauled by truck at extra expense. Experts in the field have estimated that construction costs may run 15 to 25 percent higher than for comparable facilities elsewhere.

The factor of public supervision has been a major deterrent which the best efforts of administrators have not succeeded in removing. Contracts and leases are often vague in language and seemingly weighted heavily against the investor. New investors are wary of entering a field in which the government plays such a direct role, and even experienced investors in concessions are confronted at times with disconcerting changes in official policy.

Conrad L. Wirth, Director of the National Park Service, discussed some of the problems of the concessionaire system in testimony before the House Appropriations Committee in 1961.^{4/}

"Contrary to popular opinion," Wirth said in a prepared statement, "concessions operations generally are not as lucrative as most other private business enterprises. A number of concessionaires desire to get out of the business and it is increasingly difficult to secure new ones. Several concessionaires are in financial difficulty because they have been continually operating at a loss and there is a trend among older concessionaires to withdraw from park operations."

Wirth said the Park Service was attempting "to improve the economic climate of concessions generally and to secure new sources of investment capital to finance needed improvement and expansion programs."

These long-recognized problems are given a new dimension by the swift rise of outdoor recreation and the virtual certainty that this rise will continue in the foreseeable future. Even if the present system had worked to perfection—which it has not—the burgeoning demand for additional facilities would itself have called attention to a serious scarcity of capital for public recreation facilities. The National Park Service's Mission 66 program, designed to prepare for the 80 million visitors expected by the year 1966, calls on private concessionaires in the parks to invest some \$70 million to \$75 million over a 10-year period. This is a dramatic figure. But the only reason it appears so is that the Park Service alone among the Federal recreation agencies

^{3/}Reported by R. H. Tolzmann, Jr., of the Milwaukee County Park Commission, in a paper distributed by the National Recreation Association district office, Madison, Wis.

^{4/}Hearings, Department of the Interior Subcommittee, House Committee on Appropriations, 87th Cong., 1st sess., 1961.

of the country has laid down a long-range expansion program for both the public and the private sectors.

Around Corps of Engineers reservoirs, an estimated \$140 million has been invested in recreation and recreation-oriented facilities, most of it in the last 10 years and by private firms. In the next decade it is not inconceivable that a considerably larger sum will be invested around Corps of Engineer

lakes to supply facilities at new locations and to enlarge old facilities.

In addition, the Forest Service, the Bureau of Reclamation, the Bureau of Sport Fisheries and Wildlife, State park systems, county and city parks, and even some Soil Conservation Districts where there are sizeable lakes, are going to compete for capital to finance recreation facilities.

RECREATION USERS AND THE DEMAND FOR CAPITAL

There are certain broad assumptions that underlie this study. They are, we believe, shared by a vast majority of those active in recreation at the policymaking and the planning level.

These assumptions are:

1. The demand for outdoor recreation will continue to rise rapidly and the demand for facilities will at least keep pace.

2. Government at all levels will be involved. The demand for capital for facilities is in no way exclusively a Federal problem. As a general indication of what may be expected, the National Planning Association projections of government outlays for the development, conservation, and recreational use of natural resources show a fivefold Federal rise by the year 2000, and fourfold rise by States.^{1/}

3. There will always be some places where facilities may be deemed desirable as a matter of public policy but where they would be uneconomic. A present day example might be some of the areas in Alaska. Another example is Mount Rainier National Park where the combination of a short season and expensive construction seems to stand in the way of private investment for profit inside the park. It has been impossible as yet to attract ordinary private investors to such national parks as Big Bend in Texas, or Isle Royale in Michigan, due to unfavorable prospects for profits. Methods must continue to be found to finance such facilities through public funds or funds from quasi-public activities.

The Role of Facilities

With these few principles in mind it will be useful to look briefly at the role of the man-made facility in outdoor recreation. We have no intention of stepping into the long, emotion-laden quarrel between those who favor the continued development of facilities and those who charge that parks, and particularly the national parks, are already overcommercialized.

Obviously, if the critics were in the majority there would be no need to seek further capital for facilities, and if they are likely to prevail in the future that would be yet another reason for private investors to shun public recreation.

All these man-made, commercial-type facilities have one element in common: In some way, and for certain groups of recreation seekers, they deepen or broaden the sense of enjoyment. Such facilities are likely to be established at those places where the recreation seeker (who may think of himself as there primarily to enjoy the free view, the mountain air, the public beach) is eager to have supplied to him (at a price) some service or physical object that sharpens the experience and makes it more pleasurable. The facility may be as simple as a telescope which, for a dime, supplies a better view of a land-

scape from a highway overlook. It may be a retail store at a Reclamation Bureau reservoir where he can buy a fishing rod. It may be an isolated campsite in a national forest, or a resort-type motor lodge in a national park or State park.

The wants being supplied are personal and subjective.

A marina to serve a family of water skiers may be an abomination to fishermen. Even the simplest family camping site with its toilets, showers, and cooking facilities, may be an eyesore to a true wilderness enthusiast whose goal is to escape all possible reminders of urban ways.

This sense of competing values is probably the major reason for the charges of overcommercialism. Such charges often are made by those who want to maintain a cherished recreation hobby of their own and feel it threatened by others with different likes.

Capital Needs By User Types

Capital requirements for facilities vary widely according to the type of recreation being sought. To identify the major areas of capital demand it is useful to approach the problem from the point of view of the user of the facilities.

Eight types of recreation users may be cited in this regard. They are listed here in what experience and deductive reasoning suggest is a rough order of future capital requirements, starting with the class that requires the least and working up.

Wilderness enthusiasts

Members of this group want nothing by way of commercial-type facilities in the wilderness itself. Even an ungraded wilderness track through a forest or the sound of a distant airplane may spoil the recreation game as they play it. They value a sense of isolation from people and from every sign of commercialism, though, of course, they appreciate well-equipped camping supply stores at home and good highways with commercial services leading to the wilderness area.

Sportsmen 2/

We put fishermen and hunters in this category. They require rental boats, rental outboard motors,

^{3/}The National Advisory Council on Regional Recreation Planning, in its study, "A User-Resource Recreation Planning Method," 1959, suggests four categories of users: Sportsmen, family campers, resort users and sightseers. This Council's stimulating study was oriented toward types of natural resources, whereas our study is oriented toward man-made facilities and thus entails a somewhat different problem. The Council, for example, groups what we call wilderness enthusiasts and sportsmen in one category so far as their use of natural resources is concerned, whereas they have quite different and even competing needs when it comes to facilities.

^{1/}Projections to the Years 1976 and 2000: Economic Growth, Population, Labor Force and Leisure, and Transportation, National Planning Assn., Bureau of Labor Statistics, A. J. Goldenthal, and Commission staff, ORRRC Study Report 23.

dock facilities, bait, shooting blinds, simple lodgings. Most want a bare minimum of man-made facilities and share some of the attitudes of the wilderness enthusiast toward the rest of the recreation public. They comprise a group that has always understood the importance of recreation capital both for the acquisition of fishing and hunting space and for construction of facilities, and have backed special Federal taxes on themselves to provide the funds. Through the Pittman-Robertson Act, which taxes sporting arms and ammunition, and the Dingell-Johnson Act, which taxes fishing tackle, the sportsmen class benefits from a steady flow of Federal funds especially earmarked for the furthering of hunting and fishing. These levies and the use of the resulting funds will be discussed later in a section on special taxes as a possible source of capital. The fact that sportsmen require only a minimum of man-made facilities to begin with and benefit from these earmarked taxes to supply some of what they do need, puts them in a unique category. They do not constitute a group that is likely to make any particular demand for capital beyond present resources. They, of course, continue to press for additional fishing and hunting space and for adequate facilities to keep step.

Families on 1-day outings

Their requirements are minimal. If the public area is large, service stations, grocery stores, food stands, and the like may be desired. Amusement devices such as merry-go-rounds and ferris wheels are sometimes found in public parks that attract 1-day outings, but attracting capital for such enterprises is not a problem in the sense of our study. If anything, promoters of such facilities may be all too eager to install their devices; the problem of recreation administrators is likely to be whether to allow any in, not how to attract them.

Sightseers

In addition to noncommercial facilities such as overlooks, historical sites, museums, marked trails, and the like, the sightseers expect commercial facilities such as restaurants, overnight accommodations, and service stations. This group also patronizes curio and handicraft shops, visits commercially operated caves, and other natural wonders, attends local festivals and folk dramas. Most of these activities do not create major problems as to capital; the chief effect of the sightseer is that he is the source of demand for some of the facilities such as overnight accommodations and restaurants that are in short supply in many parks.

Campers

Family campers comprise one of the fastest growing segments of the recreation public. Facilities are being expanded in all types of public recreation areas to care for their needs, and there are a growing number of privately owned camp areas as well. The family camper has accepted the growing custom of charging fees for camp space. The national parks and

many national forest camping areas still do not charge a fee, but fees are charged at many Federal reservoirs, State parks, local parks, and, of course, in the private camps. The charge usually runs from 50 cents per night up to \$3 for a family of four. Private camps, where the fees usually exceed those of public parks, are often sought first by experienced campers for the greater value they feel they receive in the form of clean grounds, more space, and better facilities.

The capital requirement per campsite may run around \$1,500, depending on what is supplied. In addition to the basic wants, some camping areas are even providing automatic laundries. The general up-grading of family camping has produced experimental "camper cabins" at Grand Teton National Park. These consist of a cement floor, partial wood sides, and a canvas top; a cement platform outside is used as a cooking and eating area. Campers may rent as much as they like in the way of blankets, cooking utensils, chairs, and the like. With everything of this sort rented the cost runs \$5 to \$6 per night.

The financing of campsites to keep pace with rising demand is a problem of increasing importance involving both public and private capital. Owners of private campgrounds argue that if reasonable fees were charged at federally controlled sites, there would be a further expansion of private facilities and the current shortage of good sites would be lessened. This argument merits serious attention as one of several reasons indicating the time has come to charge for camping in national parks and forests.

Group campers such as Boy and Girl Scouts, and camps operated by religious organizations or public welfare agencies, require permanent installations. This type of camping, while increasing, is not expanding at the pace of family camping and does not create a comparable problem in financing.

Winter sports enthusiasts

Both private and public capital is being sought for the development of winter sports facilities, particularly ski tows and related accommodations. A boom in winter sports began prior to World War II and has continued in many parts of the country. In statistics regarding the recreation use of national forests a 75 percent growth in winter sports is indicated for the period of 1950-1956.^{3/} This is actually a lesser rate of growth than for other major types of use. Picnicking, fishing, hunting, camping, hiking, and riding each increased by more than 100 percent in the same period. In terms of capital input, however, winter sports constitute one of the more important areas. Compared to other activities listed in the Forest Service statistics, winter recreation requires a great deal of capital. Where nearby eating and sleeping accommodations do not already exist they must be provided. Snowmaking machines are coming into more extensive use. Ski lifts themselves, depending on length and type, may cost anywhere from \$25,000 up. A company seeking to develop a Utah ski area estimates the cost of one gondola lift at \$1 million.

^{3/}"Statistics on Outdoor Recreation," by Marion Clawson; Resources for the Future, Inc., 1958.

Altogether this firm contemplates spending \$3 million for development of a winter sports area.

To complicate the winter sports picture, such facilities are operated at a loss in national parks, where the concessionaire is forced to absorb the loss in his overall operation. Thus in these places the summer-time visitor is paying rates that include a virtual subsidy for the winter sports enthusiast.

Family boaters

In recent years this rapidly growing group has created one of the major problems in recreation finance. Sales of boats and outboard motors have increased rapidly, resulting in a tripling of the country's pleasure-boat fleet in the past 10 years.⁴ Some boats are used primarily for fishing but the great impact has come from what we call the family boater group in which cruising, waterskiing, or skin-diving are more likely to be the reasons for operating a boat. The burgeoning of these forms of recreation has created a demand for marinas on public reservoirs and at other pleasure-boating centers where the boats can be serviced. Overnight accommodations nearby, often in the luxury class, are a related want.

The rise of boating has disturbed fishermen and others to whom the sound of an outboard has become a symbol of overcrowding and overcommercialism. But the great rise in outdoor recreation in recent years is in substantial measure linked to the rise of family boating. It will not go away, though it can be controlled by barring it from lakes or certain zones on large lakes. Family boating must be fully accommodated in a national recreation program geared to the wants of the public.

A marina of the size and type now desired may cost upward of \$1 million. Plans have been announced for a privately owned marina on Kent Island for the use of boaters on Chesapeake Bay which will provide slips for 350 craft, yacht club facilities, a restaurant, a shopping center, a swimming club, nearby homesites, and efficiency-type apartments. The project will involve an investment of \$2,500,000. Marinas involving public financing or public supervision will not often be this large or offer so many related activities. But a large investment has gone into a marina in Everglades National Park, Florida, providing slips for 57 boats, a motel, dining room, boats for rent, sightseeing boat trips, and other services. In chapter 9 a \$1,600,000 marina project located in a State park on a Corps of Engineers reservoir is described. The company has plans for a \$7 million project on the site.

Resort users

This group is not always distinguishable from others already mentioned. Family boaters and winter sports enthusiasts, for example, might be thought of as merely resort users of a special kind. But their interests are specialized and create separate financial needs.

The general resort user seeks an environment which supplies urban-type comforts and varied sports activities. A swimming pool is almost standard; golf, tennis, riding, shuffleboard, and similar activities are often available. Recreation directors are sometimes employed to organize activities for children as well as card tournaments, dances, barbecues, and trips to nearby points of interest for adults. The effect sought by the user is that of a general social experience, rather than devotion to some particular hobby or sport.

This experience is all the more pleasurable and the more eagerly sought when offered in an attractive, scenic setting near a lake, the sea, a river, or in a mountainous or desert environment. Resorts of this type have been financed by the State of Oklahoma through the revenue bond device on reservoirs constructed by the Corps of Engineers. The lodges occupy land turned over to the State for parks. Resort-type facilities are also offered in many of the most famous national parks such as Yosemite, Yellowstone, Rainier, and others; these have been constructed by private capital through the concession system.

There is a change occurring in the type of central structure, away from the hotel type to the motor lodge concept. But there is a mounting demand for the general resort grouping of facilities, with its varied appeals. Quite likely it is closely associated with the rise of discretionary consumer spending and can be expected to continue as incomes continue to rise.

State and local officials, and concession managers, are often interested in adding convention facilities to the resort operation as a means of maintaining revenues outside the family vacation season. Conventions are a major source of income to the Oklahoma lodges, for example.

Some critics argue that resorts of this general type do not belong in public areas at all, that they help destroy the esthetic values which flow from a sense of isolation and a quiet contemplation of the beauties of nature. There is a trend in the National Park Service to avoid elaborate accommodations inside the newer parks, which we will examine later. But on the whole, the idea of general resort facilities in public parks, on the shores of public reservoirs, and in national forests is firmly established and seems likely to comprise the major demand for capital in the near future.

⁴Materials prepared by the National Park Service for the Senate Select Committee on National Water Resources, 1961.

THE PUBLIC-PRIVATE MIX IN RECREATION FINANCE

The previous discussion has noted that the full development of a public recreation area for many users involves the use of capital in important sums for supplying facilities of a commercial or quasi-commercial nature.

Obtaining capital for these facilities—whether from private or public sources—is a major problem of recreation administrators. It is expected to become even more of a problem as demand for capital increases.

A basic reason for the difficulty is that there is involved a mixture of private and public enterprise, about which traditions and customs have grown up, but which often suffers from a scarcity of clearly stated ground rules.

Government officials are committed to a policy of attracting private capital to do as much of the financing as possible if only because the Federal and State Legislatures have been reluctant to supply public funds. But the regulations established to safeguard the public interest are so sweeping in language, so vague in intent, and appear so novel to private investors, that there is difficulty in attracting sufficient private capital.

In addition to problems of this kind, stemming from administrative regulations and procedures, there are the even more basic problems of short seasons and high costs of construction in some of the isolated locations that are involved.

So much for the general setting.

Later we will examine in some detail the financial characteristics of concessionaires, the present sources of capital for facilities, both private and public, and the organizational forms in use. We will also touch on ideas that might be explored to help relieve the capital shortage. But before doing so the complexities might be reduced by identifying certain broad classes of such activities.

There are four such broad classes, based on these combinations:

1. Private capital and private management, with the enterprise located in public areas and therefore subject to government supervision. This is the concession system.

2. Private capital and private management, with the enterprise located on private land close to public areas and supplying the needs of visitors to the public areas. There is no government supervision. We refer to this as the "satellite" class. In Park Service parlance, it would be described as the "gateway" class.

3. Public capital and public management, with the enterprise, of course, located in the public area.

4. Combination public and private, again with the enterprise located in the public area. Usually this is a combination of public capital to construct the facility, with private management (concessionaire) as the operator. But it can be a combination of

capital from private sources with a public agency as the operator, as is the case of some facilities financed by State revenue bonds.

Private Capital and Management in Public Areas: The Concession System

The concession system dominates in Federal recreation programs and is important in the States, though to a lesser degree.

In Federal activities, the National Park Service, the Corps of Engineers, the Forest Service, the Bureau of Reclamation, and the Bureau of Sport Fisheries and Wildlife depend either entirely on concessionaires, or almost entirely.

Ever since the National Park Service was founded, its administrators have wrestled with the problem of safeguarding the public interest, yet attracting sufficient private capital to provide the facilities Congress and the public have seemed to want in the national parks. Significant highlights of this long and complicated story are told in chapter 7 of this study. At this point it is necessary to make only some general observations.

The element of public supervision creates a unique, and, to private lenders, a disturbing climate. The "concession" consists of a right granted by government to private persons to operate a commercial-type establishment on public property. A degree of regulation is attached to the concession as a matter of course.

A comparison is often made between concession regulation and the regulation of utilities by government agencies, in which rates are fixed and the type of service is supervised. The analogy is useful, but in only a limited sense.

Where utilities are characterized by an unusual steadiness of income, making it possible to project earnings into the future with considerable reliability, the recreation business is more volatile. In an area where there is only a 90-day season, a few cold weeks in early June or some other vagary of weather can disrupt a whole year's financial outlook. In addition, recreation is a discretionary item in family spending patterns; a recession or worry about a recession can quickly curtail vacation spending.

Public agencies regulate utilities in such a manner that a steady and ample flow of funds is attracted to the industry, but the agencies regulating concessions have never been able to establish a comparable rapport with private investors; one reason is that they are dealing with a more volatile enterprise.

The concession system has also been plagued with sudden switches of policy, as in the decade of the 1940's when the Department of the Interior sponsored a drive to end the concession system as

it then existed. There has also been intermittent criticism of the system by lawmakers objecting sometimes to the prices charged the public (too high), sometimes to the profits made by concessionaires (too high), sometimes to the fees paid to the government by the concessionaires (too low), and sometimes to all three at the same time with a disregard for the arithmetic involved.

Another problem has been that the contracts, leases, or franchise agreements between the government agencies and the concessionaires seem, to private investors and their legal advisors, to be heavily weighted on the government side.

The situation is not one-sided, obviously, or there would be no private capital at all in concessions and no hope of obtaining any. Custom and a "gentlemen's agreement" atmosphere soften the seeming harshness of the government legal documents, as a committee composed mostly of private citizens agreed after a study of the problem in 1959.^{1/} But the point remains: The wording of these documents is a major barrier. The rights of the concessionaire in national parks, for instance, depend to a major degree on the meaning of a term, "possessory interest," which is without parallel in ordinary contract language, is unknown to the uninitiated lender, and has yet to be tested in court.

If government officials, urged by the need to find new financing, can eliminate some of the difficulties in their own concession policies, they will make a major contribution to meeting the capital needs of the future. For with all of its complexities and problems, the concession system remains the major hope. Improving it deserves top priority with officials in the executive departments and in the legislatures. They should be joined by public-spirited private citizens from the world of finance who would like to see the contributions of the private sector to public recreation augmented as a matter of broad social philosophy.

Private Capital and Management on Private Land: The Satellite System

In the annual report of the Secretary of the Interior for 1940 this passage appeared: "In the newer eastern parks a policy is gradually being formulated whereby only the daytime needs of visitors for gas, oil, food, and picnic supplies shall be met by operations within the park. The Department favors development of overnight accommodations by private enterprise outside."

While this policy has not been an overriding consideration, it has been present in national park thinking all through the intervening years. It played an important role in many of the planning decisions of the National Park Service in connection with the Mission 66 program. Two considerations are involved in the gradual spread of the satellite concept. One is that the automobile allows visitors to even

the large national parks of the Western States to come and go without depending on the oldtime resort hotel type of facility which was necessary in the days when visitors came by railroad or horse-drawn vehicle. This theory—and an example of local objection to it—is touched on in the Rainier Park Case Study in chapter 8 of this report. The other consideration is that, as the national park system spreads eastward, the new parks will occupy less total area and will often be shaped differently from the large land masses typical of the western parks.

In announcing a policy of limiting tourist facilities in the Great Smoky Mountains National Park of North Carolina and Tennessee to campgrounds and picnic areas, the Park Service in 1940 pointed out, "Because of its elongated shape and its location, plus its limited road mileage, a visitor can adequately see that part of the park accessible by road without the necessity of stopping overnight within its boundaries. Thus the National Park Service...is given an unusual opportunity to develop a large wilderness park without the intrusion of the customary tourist facilities."

This clear statement of intent was counted on to attract private capital for suitable accommodations nearby. During 1956, visitors to the park spent \$1,549,370 in North Carolina towns, chiefly Cherokee, and \$2,929,744 in Tennessee towns, chiefly Gatlinburg, for overnight accommodations.^{2/} A travel study of the area made an appeal for still more private investment in accommodations to be located in the Clyde, North Carolina—Cosby, Tennessee, area.

Residents of the area are apparently well satisfied with the satellite system around this park. Some officials in the Park Service, however, believe there is too much of a tourist-trap flavor to some of the communities. They miss—and they believe some visitors miss—the attractive architecture and good over all planning that is evident when accommodations are constructed inside the parks by concessionaires, under Park Service supervision.

In Everglades Park, Florida, the Park Service first planned to follow the satellite plan, barring accommodations inside. But the Florida Congressional Delegation, spurred by local pressure which wanted inside facilities, caused the Park Service to reverse its decision.

Acadia, Maine, has no overnight accommodations in the park.

The Park Service is moving toward the satellite approach even in some of the western parks such as Rocky Mountain, Colorado, where the town of Estes Park provides many park visitors with accommodations.

The satellite system has the obvious advantage of avoiding the complexities of the concessionaire system. Its chief disadvantage—lack of control over the quality and type of accommodations available to recreation seekers—is also obvious. Forest Service lands often surround national parks and on these lands, at least, high-quality facilities should be maintained. Travelers have noted that the standards

^{1/}"First Report of the Study of Financing Visitor Accommodation Services in the National Parks," Hugh D. Galusha, chairman, National Park Service, 1959, mimeographed.

^{2/}"The Great Smoky Mountain National Park Travel Study," Highway Departments of North Carolina and Tennessee and the U. S. Bureau of Public Roads.

maintained by Forest Service permittees, restaurants in particular, are sometimes below those maintained in other public areas.

For private land, perhaps new techniques can be devised for community, or even area, land use planning and zoning that would assure attractive architectural standards and a minimum of honky-tonk atmosphere, particularly where parks open up an area for recreational use for the first time.

Such efforts should be given the most serious consideration as plans are developed for West Virginia and other States along the Appalachian Mountain Chain, which seems destined to become the country's next great recreation area.

A pilot effort might be made in connection with the proposed Oregon Dunes National Seashore, in Lane and Douglas Counties, Oregon. In an economic study of the project, made by the National Park Service, there are no plans for tourist trade or service facilities to be constructed inside the area. But it is estimated that some \$14,500,000 would be invested in such facilities on private land immediately adjacent.^{3/}

Public Capital and Public Management

From the viewpoint of some professional administrators in recreation, particularly at the State level, this is the ideal combination. It has been developed as one of the favored devices in State park systems much as the concessionaire method has been developed chiefly by Federal agencies.

Officials favoring it see it as a means of avoiding the complications of concessionaire relations. They view the net income generated by State-owned-and-operated facilities as a source of funds for financing additional activities. And politicians often back the method as a source of patronage—which it frankly is in some States.

Table 10 (chapter 7) presents trends in State park operations, including what is reported as revenues from operations as compared to revenues from concessions (which are received in the form of fees and rentals from privately operated facilities). It will be noted that the growth in revenues from State operations exceeds the growth in revenues from concessions. However, statistics in this area are unsatisfactory. There is no way of telling from the reports that States send to the National Park Service (the clearing house for such information)

how much of the reported "revenue from operated facilities" is net income and truly available for expansion, and how much of it is offset by expenses of running the operations. Net income is not automatic just because a State chooses to operate a facility. The facility still must be wisely located, efficiently run, and offer the recreation public what it wants at a competitive price.

Combination Public and Private

In its ordinary form this involves ownership of the facility by the government with operation in the hands of a private firm. Over the years, high officials of the Park Service have described this combination as the ideal toward which they would like to see the service move. Eventual government ownership was once written into the terms of Park Service concession contracts, though it is no longer. As a matter of practice even under the old contracts, agreements were regularly extended as long as both the concessionaire and the Park Service were satisfied, which was the situation in the vast majority of cases.

The Park Service and the Forest Service occasionally acquire ownership of concessionaire facilities under various circumstances; "historical accidents," the services call them. Acquisitions of this kind are to be expected from time to time. But they do not constitute a policy of acquiring concessionaire-financed facilities as a matter of deliberate intent. It is doubtful if such an intent ever played a crucial part in guiding Park Service policy. In light of the Park Service's expressed determination to develop new sources of private financing, perhaps the time has come to say clearly what the present-day attitude is regarding this old issue. A statement on the point might clear the air and reassure some prospective investors.

Twenty years ago a then novel organization was introduced into recreation finance—the so-called non-profit distributing corporation—that, to its backers, seemed to be a major advance. It contains elements of both private and public enterprise; the closest thing to a legal description given the form in recent years was "quasi-governmental." We refer to it here as belonging under the "mixed" heading, if only because it does not seem to belong clearly anywhere else. The concept, though it has not been pushed recently, is given a section of its own later in the report.

^{3/}Economic Report, Proposed Oregon Dunes National Seashore, National Park Service, 1959.

FINANCIAL CHARACTERISTICS OF CONCESSIONAIRES

Success of the concession system depends on attracting a flow of private funds into public recreation facilities.

Investors seek two things, in widely varying combinations: Safety and return. The factor of safety bears a relation to the return expected. Where safety is high, returns sought by the investor are relatively low. Where the safety factor is doubtful, the investor seeks a high return. Where the safety factor is almost nil, as in outright speculations, the investor will take a chance only for the prospect of a very high return.

For a variety of reasons already noted, investing in public recreation has scarcely been regarded as in the "safe" category. Among these reasons are the short season, the caprices of weather, fluctuations in consumer spending for recreation, supervision by a public agency, criticism of legislators, the vagaries of politics, shifts in policy such as the drive against concessions in the late 1940's, vaguely worded contracts, and novel legal concepts.

Such factors constitute risks of one degree or another. Normally they would seem powerful enough either to drive private capital away entirely, or to push the expected rate of return up so high (to compensate for the risks) that lawmakers, recreation administrators, and the recreation public would rebel.

What is offered by the public agencies to offset these risks?

The investor, as a matter of fact, has several advantages. He is guaranteed that the enterprise will be in an attractive location, with the government intent on keeping it that way. No unsightly factories, or housing developments, will intrude. He is assured either that there will be no competition at all within the area, or that competition will be carefully controlled as to number of units as is done around government reservoirs. A great deal of free publicity in the form of newspaper, magazine, motion picture, and TV reference is provided if the concessionaire is in one of the famous national parks. And despite all the complexities involved, there is the broad, underlying understanding that concessionaires serve a useful public purpose and that a reasonable return on investment is in the public interest. To be more broadly effective, this understanding needs to be more explicitly stated especially by legislatures.

National Park Concessionaires

General averages for national park concessionaires are of limited utility due to wide variations in size, earnings, and type of business organization. Nevertheless the following table is useful as a starting point.

The low percentage of net income to both gross income and net worth in table 1 would immediately attract the attention of potential investors.

Table 2 shows the range of profit and loss for 74 national park concessionaires, selected for this analysis on the basis of completeness and comparability

Table 1 Financial characteristics (1960), Park Service concessionaires

Total number of concessionaires ^{1/}	149
Total gross income:.....	\$48,113,505.00
Value of assets:.....	\$46,910,218.00
Franchise fees paid:.....	\$625,997.00
Net income after taxes:.....	\$261,907.00
Average net income after taxes:.....	\$1,757.00
Net income as a percent of gross income:.....	.54
Total investments (net worth):.....	\$17,457,258.00
Net income as a percent of net worth:.....	1.50

^{1/}28 additional concessionaires are not required to file annual financial reports.

Source: Financial Reports to National Park Service.

of reports.^{1/} The table is arranged to show the distribution of losses and profits as they occur by percentage brackets. In column 2, the profit and loss reports of individual concessionaires are averaged for the 5-year period, 1954-59, for the 55 firms that were in existence for all of that period. It will be noted that out of the 55 firms, 8 had a loss for the period, 3 losing from 0 to 9.99 percent; 2 losing from 20 to 29.99 percent; 2 losing from 30 to 39.99 percent, with 1 firm in the 40 to 49.99 percent loss bracket.

Among the 47 profitmakers for the 5-year period, 26 fall in the 0 to 9.99 percent bracket; 13 in the 10 to 19.99 percent bracket; and 7 in the 20 to 29.99 percent bracket.

Column 3 shows the distribution of profit and loss for the same 55 firms for the latest available year, 1959. Whereas only 8 firms showed a loss on the average for the 1954-59 period, 18 showed losses for the year 1959 alone.

Column 4 shows how profit and loss were distributed among the 16 firms analyzed that began operations during the 1954-59 period.

This table shows a wide variation as to profit and loss among concessionaires, both over a 5-year period and for a single year—a fact that would give conservative investors pause. They would like to see a more consistent pattern, indicating a higher degree of stability.

Table 3 shows that the profit or loss of concessionaires also varies widely when compared with their own individual 5-year average. Table 3 is to be read in this manner: In the case of 2 firms, the standard deviation from the 5-year average was less than 10 percent; in 12 cases the standard deviation was between 10 and 24.99 percent, etc.

In 30 firms—more than half—the standard deviation from their 5-year averages exceeded 50 percent, again

^{1/}Data for the tables 2, 3, and 4 in this section were computed by Francis Masson, a member of the National Planning Association's economic staff during the early weeks of this project.

Table 2 Summary of profit and loss of 74 selected national park concessionaires, average 1955-59

[Profit or loss before taxes as a percent of gross operating income]

	Average 1954-59	1959	1959 (Concessions established since 1954)
Loss 70 to 79.99 percent	...	...	1
Loss 60 to 69.99 percent	...	...	...
Loss 50 to 59.99 percent	...	...	...
Loss 40 to 49.99 percent	1	2	...
Loss 30 to 39.99 percent	2	1	...
Loss 20 to 29.99 percent	2	0	...
Loss 10 to 19.99 percent	0	3	1
Loss 0 to 9.99 percent	3	12	2
Profit 0 to 9.99 percent	26	15	3
Profit 10 to 19.99 percent	13	12	4
Profit 20 to 29.99 percent	7	7	1
Profit 30 to 39.99 percent	0	2	1
Profit 40 to 49.99 percent	0	1	2
Profit 50 to 59.99 percent	1	0	0
Profit 60 to 69.99 percent	0	0	1
Sub-total	55	55	16
Not available for all years	3	...	...
Concession established during the period	16	...	...
Total	74	55	16

Source: Financial reports of private concessionaires to the National Park Service, various years. Selection based on completeness and comparability between financial reports.

indicating a degree of instability that would be of concern to many investors.

Another characteristic of Park Service concessionaires is their wide range in size as measured in value of assets. A frequency distribution of assets by size is shown in table 4. Forty-seven of the 76 concessionaires, or about two-thirds of those represented in this analysis, declared assets of less than \$100,000. The range was from \$500 to nearly \$10 million.

Table 3 Standard deviation of profits from 5-year average

[For 55 national park concessionaires operating since 1954]

Number of Cases	Standard deviation (percentage units)
2.....	Less than 10
12.....	10 to 24.99
11.....	25 to 49.99
10.....	50 to 74.99
8.....	75 to 124.99
5.....	125 to 174.99
2.....	175 to 224.99
5.....	More than 225
Total 55	

Table 4 Summary of total assets of 76 selected national park concessionaires, 1959

Total assets (in dollars)	Number of concessionaires
0 - 9,999.....	13
10,000 - 49,999.....	25
50,000 - 99,999.....	9
100,000 - 199,999.....	2
200,000 - 299,999.....	9
300,000 - 399,999.....	2
400,000 - 499,999.....	2
500,000 - 599,999.....	2
600,000 - 699,999.....	2
700,000 - 799,999.....	1
800,000 - 899,999.....	2
900,000 - and over.....	7
Total	76
Median: \$42,563	
Mean: \$56,636	

Source: Financial Reports of National Park Service Concessionaires for 1959. Selected on basis of completeness and comparability.

Corps of Engineers Concessionaires

The Corps of Engineers estimates that in 1960 more than 109 million visits were made to the 250 reservoirs under its jurisdiction. While the Corps' method of compiling visitor statistics makes it impossible to tell exactly how many of these were recreation seekers, it is reasonable to assume that the vast majority were. There can be little doubt that more recreation seekers visit Corps projects than are attracted to any other type of Federal recreation project. Attendance has increased at a rate of 10 million a year over the past 3 years; 200 million visitors a year are expected in the foreseeable future.^{2/} The responsibility for serving the needs of visitors is placed in the hands of concessionaires. In broad terms, these concessions

^{2/}Statement on recreation developments prepared for House Committee on Appropriations, Corps of Engineers, January 1961.

are comparable to those granted by the Park Service and other Federal agencies. In return for a fee, the concessionaire is granted the right to conduct a business for profit on public land, under regulations and according to standards laid down by the Corps.

The reservoir concessionaire supplies a wide variety of services: enclosed and sometimes heated fishing docks; boat and motor rentals; storage space for privately owned boats; fishing tackle and bait; and meals. Overnight accommodations are often made available nearby. The concessionaire often is responsible for operating a public camp area on the lakeshore. There are no public funds in these facilities; funds come entirely from private sources as arranged by the concessionaires. Concessionaires complain generally of a shortage of capital for expansion, which most of them feel is necessary to keep pace with rising demand.

A typical operation might have \$40,000 or \$50,000 worth of physical assets, gross revenues of around \$45,000, and might generate in the neighborhood of \$10,000 a year in cash flow (net income plus depreciation) which is customarily invested in improvements and expansion. Reservoir concessionaires make very much the same complaints that Park Service concessionaires make about their agreements with the government. Private lenders, by and large, do not accept these agreements as firm enough to use as a basis for loans.^{3/}

Table 5 Distribution of the percentage return on invested capital of lake businesses, 1959-60

Percent on invested capital	Number of lake businesses reporting
Up to 5	4
6 - 10	8
11 - 15	5
Over 15	8
	25

Source: Field survey conducted by the University of Tulsa, 1960. Table from "A Study of the Opportunities for Small Business in Lake Recreational Areas of Eastern Oklahoma," The University of Tulsa, 1960.

Table 6 Distribution of net income (after taxes) of lake businesses, 1959-60

	Number of lake businesses reporting
Below \$5,000	8
\$5,000 - \$7,999	5
\$7,500 - \$9,999	2
\$10,000 - \$14,999	4
Over \$15,000	6
	25

Source: See table 5.

^{3/}For a discussion of the role of the concessionaire in lakeshore recreation, see study prepared by Arthur L. Moore of the National Planning Association, "Reservoir Recreation and Local Economic Growth," ch. 5, Economic Studies of Outdoor Recreation, ORRRC Study Report 24.

A study of lakeshore business opportunities for small businessmen, conducted by Dr. William H. Day of the University of Tulsa, disclosed a substantial degree of satisfaction among concessionaires on Corps of Engineers lakes and other lakes of northeast Oklahoma.^{4/}

Only 12 percent of the firms interviewed by Dr. Day and his assistants started with an investment of more than \$50,000; at the time of the survey 68 percent had an investment exceeding \$50,000.

More Information Needed

There is need for more information about the financial characteristics of concessionaires than is now available.

Concessionaires should be classified by sponsoring agency (Park Service, Corps, Forest Service, etc.), size, function, and perhaps by form of business organization (single proprietorship, corporation, partnership). Dependable financial statements for at least 5 years should be obtained from a representative sample. A study of these financial statements should then be made by competent researchers.

Only after these steps are taken, will it be possible to answer some of the questions now hanging over the concession system. The resulting data would be of great value to administrators in resolving such problems as the best types of rent or franchise payments, the proper amount for such payments, how much should be expected of concessionaires by way of nonprofit activities, and what the chance of a successful operation will be in a given location and with a given mix of services to be offered.

For the private investor, the study would yield information that would aid in avoiding uneconomic enterprises and in choosing those with a good chance of success. Management skills of concessionaires would be increased, and a rational basis prepared for attracting a sustained flow of private capital.

The separate agencies should be encouraged to find out more about their own concessionaires. But separate agency studies will not take the place of the comprehensive project suggested above.

Another research project of considerable promise would be an inquiry into the art of making economic feasibility studies in recreation. Feasibility studies are made regularly by large investors studying prospective developments. Every large recreation revenue bond issue is preceded by such a study, sometimes by several. It is an uncertain art, but a necessary one. A comparison could be made between feasibility studies and actual operating results, where this is possible. The methods and standards of the feasibility teams could be examined. More accurate and more meaningful studies could well result. The project could become an effective means of attracting large blocks of capital into public outdoor recreation. Its findings would also be of use to enterprises that are too small to afford the services of professional feasibility experts.

^{4/}William H. Day, University of Tulsa, "A Study of the Opportunities for Small Business in Lake Recreational Areas of Eastern Oklahoma," prepared for the Small Business Administration, 1960.

THE SOURCES OF CAPITAL

The wide diversity of recreation facilities is reflected in an equally wide range of capital needs, capital sources and forms of business organization.

Needs range from a few hundred dollars to start a pack service in a national forest to the \$5,500,000 recently obtained by a concessionaire in Yellowstone Park to meet just part of his goal under the Park Service Mission 66 program.

Sources range from personal savings, or the resources of relatives and friends, to commercial banks and even large mutual funds, which may enter the picture when a State sells a revenue bond issue. Hopefully, insurance companies and other institutional investors may shortly enter the field, as well.

Forms of business organization vary from simple proprietorships and publicly held corporations organized on profit-seeking lines to nonprofit corporations and the unique device called the nonprofit distributing corporation.

A short season—only 75 days in some national parks—makes financing difficult in some cases, while the season may run as long as 8 or 10 months at Corps of Engineers reservoirs. With a heated fishing dock, some Corps concessionaires operate the year around.

The financing problem is made easier in some locations because of proximity to population centers. Attracting more people, on the other hand, is the prime problem of some of the more isolated and less publicized national parks.

In parks such as Big Bend in Texas, and Isle Royale in Michigan, the number of visitors has not been sufficient to attract private investors. In such cases—if facilities are to be operated at all—they must be operated at a loss. It is useless to hope for ordinary profit-seeking private investment as the solution, and other methods must be sought.

Moreover, new forces are being felt in recreation, which means the financing pattern is quite likely to be shifting. The pressure on open spaces and on man-made facilities is occurring because millions of people with discretionary income and time at their disposal are turning to the outdoors for recreation. It is a typical consumer-oriented phenomenon, perhaps as significant over the long run as the rise of the automobile since 1920, or the upgrading of housing since World War II. An economic factor as powerful as the rise of outdoor recreation seems almost certain to contain surprises for those trying to analyze it and prepare for its future.

One shift already can be foreseen.

In the future there will be less stress on places of outstanding beauty or wonder simply because these places are already known. Most of them are already in recreational use—Yosemite, Yellowstone, the Grand Canyon, to cite some of the classic examples. Most of the recreation facilities in the future will probably be constructed in less spectacular locations and in areas closer to centers of population. This seems likely to develop a demand for a large number of small and medium size facilities, with capital demands

measurable in the hundreds of thousands of dollars, rather than for more of the multimillion dollar operations typical of national parks in the West.

Another shift with significant financial impact has been underway for some time—the tendency of recreation planners to avoid placing overnight facilities inside public areas. Where this occurs financing is shifted entirely to the private sector, but questions are created about the quality and suitability of the facilities. From the viewpoint of maintaining high-quality public outdoor recreation, the satellite system is not a cure-all.

Confronted by all the old complexities and by new ones, it seems wise in the discussion that follows to look at a broad range of capital sources. Most of the sources to be mentioned are already in use. Others are only in the discussion phase and may never be put to use. The possible new sources discussed here, however, are all seriously proposed by competent authorities in the field.

For convenience the discussion will be organized in three sections: Private, Government, and Mixed Private-Government. These classifications are necessarily somewhat arbitrary. The revenue bond method of financing, in which a State issues bonds that are bought by private financial institutions, is classed here as "private" on the grounds that the ultimate source of the capital is private savings. Yet there is an obvious government role. The proposed tax deferral is classed here as "mixed" because it would depend on profitmaking private management to produce results; others might class it as entirely a government source.

Table 7 brings the subject matter of this chapter into focus. In the table the sources and methods of finance to be discussed later are grouped by the private, government, and mixed categories and are also separated as to whether they are now in use or merely proposed. It will be noted that there are no untried sources or methods to be discussed in the private classification, one under government, and three under mixed.

It should be stressed at this point—as the discussion which follows makes clear—that most of the private sources now in use are capable of great expansion. The best hope of augmenting the flow of capital into outdoor recreation facilities lies in expanding private sources already in use to some extent. Bank loans, for example, are in use, but could be greatly expanded given the right combination of wise public policies and efficient private management. Financial institutions are a promising source of additional capital. Equity financing is being tried with increasing frequency. Each of the seven private sources to be discussed, in fact, is capable of producing an increased flow of capital. By comparison, the government and mixed devices now in use or proposed, promise much less in terms of expansion unless there is an unexpected change in the historic attitudes of Congress and the State legislatures.

Table 7 Sources and methods of financing facilities in public recreation areas

	Private	Government	Mixed Private - Government
Now in Use.....	Personal resources Cash flow Linked capital resources ... Bank loans Financial institutions..... Equity securities Benefactions.....	General appropriations Earmarked funds..... Net income Direct loans (SBA).....	 Nonprofit distributing corporations
Proposed.....	..... ..... .....	Direct loans (new sources)....	 Loan insurance Tax deferral Small Business Investment Corporations

Private Sources of Financing Facilities

The concessionaire system, and the private financing on which the system rests, is by all odds the most important method of providing commercial and semicommercial facilities in Federal recreation areas. It is also used in many States and may become more widely used in the future, as evidenced by trends in California and elsewhere. The report that appears later in this study on the recreation program of the Muskingum Conservancy District shows how it may also be used at lower levels of government.

Taken as a whole the concession system is in a reasonably healthy condition. It has shown particularly strong growth trends in recent years around Corps of Engineers reservoirs. The system has its problems as already noted, but the problems should not be allowed to direct attention from the great majority of successful concession operations. In the studies by Moore^{1/} and Day^{2/} previously referred to, concessionaires at the Corps of Engineers reservoirs expressed considerable satisfaction with their lot. Field studies in connection with the present report revealed much the same feeling at reservoirs, in Forest Service projects, and in national parks. The concession system is proving itself to be a viable and flexible means of serving the public. Most of its troubles are concentrated in the large concessions in national parks, and in other areas where it is difficult to expand due to lack of capital. With adjustments leading to a freer flow of private capital, the concession system seems capable of meeting the needs of the future.

The typical concessionaire starts in a small way, financing himself in the beginning out of personal resources, perhaps savings, or by funds obtained from the sale of a previous enterprise. Where the concession succeeds, rather rapid growth often occurs and this is financed chiefly out of cash flow (net income plus depreciation).

The problem of capital shortage becomes acute for many concessionaires when they seek long-term

loans for expansion beyond what cash flow will supply.

Following are private sources of funds open to concessionaires now or possibly in the future, beginning with two already mentioned.

Personal resources

In field surveys for Moore's "Reservoir Recreation and Economic Growth" made in the summer of 1960, 40 concession operators on Corps of Engineers lakes gave definite answers on the source of their original capital. Slightly more than half said it came from their own savings. In three cases friends or relatives advanced the capital. Altogether, 37 out of the 40 concessionaires had drawn on previously acquired capital resources to start the business.^{3/}

Bank loans were a major source of initial capital needs in three cases, but in each of these, the lenders required full coverage of the loan by collateral not connected with the new enterprise. Thus there was not a case of a commercial bank or financial institution supplying the original capital on the merits of the concession itself.

In the instance of two unusually large new enterprises, the Forest Service concessions at Mammoth Mountain, California, it is interesting that while personal resources were important in both cases, other sources were also used to get started. In the case of the Dave McCoy ski lift, the manufacturer of the lift extended some of the original credit. In the case of the Andrew J. Hurley lodge operation, Hurley's personal resources were augmented by the sale of common stock and convertible debentures.

A mixture of this type is more common as the size of the operation increases. In the case of typical Corps of Engineers and Forest Service concessionaires, the initial requirement is probably less than \$50,000 and at this level, personal resources are overwhelmingly the most important.

Cash flow

This is the most important source of capital for expansion of a going concession. Of course, there is no cash available above operating costs unless the enterprise is a success. The importance of cash

^{1/}Arthur L. Moore, National Planning Association, "Reservoir Recreation and Local Economic Growth," Economic Studies of Outdoor Recreation, ORRRC Study Report 24.

^{2/}William H. Day, University of Tulsa, "A Study of the Opportunities for Small Business in Lake Recreational Areas of Eastern Oklahoma," prepared for the Small Business Administration, 1960.

^{3/}Arthur L. Moore, National Planning Association, "Reservoir Recreation and Local Economic Growth," ch. 5, Economic Studies of Outdoor Recreation, ORRRC Study Report 24.

flow can be demonstrated from the financial records of almost any type of concession, from the smallest to the largest. A particularly interesting example is the McCoy ski operation at Mammoth Mountain, though much the same story can be found among smaller and less spectacularly successful enterprises.

The importance of a flow of cash in excess of operating costs is sometimes overlooked by legislators who examine concession operations critically from time to time and are impressed chiefly by the large gross receipts sometimes involved. The public agencies properly supervise concessions as to prices charged the public, and take other steps to see that income in excess of costs is held to reasonable levels. If they become remiss in this respect it is the duty of Congress and State legislatures to point it out. But there also should be a clearly stated understanding that some income in excess of costs is in the public interest. A reasonable return on investment should be recognized as necessary both to encourage initial investment and to provide expansion capability.

The effect of public policy on cash flow should be carefully weighed. It is frequently argued, for example, that franchise fees, rentals, and similar payments to the government are inadequate. But an increase in such payments, while it may increase revenue to the government, at the same time reduces the amount concessionaires have available for expansion.

Properly supervised, net income of successful concessions, combined with their depreciation reserves, should be one of the major sources of growth capital in recreation. One of its advantages is that it will respond readily to wise public policy.

Linked capital resources

A concession may at times receive the benefit of capital resources based on other business enterprises. The classic examples are the resort hotel facilities constructed by railroads in some of the national parks of the West around the turn of the century. The railroads supplied the capital from their general operations as a means of stimulating passenger traffic. One such instance is examined in the case study of Glacier National Park in chapter 8. Railroads are no longer a source of funds. But this type of capital still enters the concession business and may increase if the economic opportunities in recreation become increasingly apparent.

One instance has already been mentioned; the credit extended to McCoy at Mammoth Mountain by a ski tow manufacturer. Another instance is described in the case study of the marina in chapter 9 where a fabricator of steel stepped into the picture to supply much of the capital for a model marina. Aluminum manufacturers are being asked to design model marinas, and the companies in this promotion-minded industry might be induced to put some capital into the field.

In other cases, where the concession operator has a successful enterprise in another field, he obtains the capital he needs by drawing on the resources or the credit rating of his other business.

Bank loans

Typical commercial bank loans to cover seasonal operations are commonplace in concession operations and offer few problems. What we have in mind are bank loans for new construction or modernization. It is now extremely difficult—though not impossible, as we shall show—for concessionaires to obtain the latter type of loans from banks.

One of the most common reasons cited is that government leases or franchises are extremely difficult to use as security for a bank loan.

Commercial banks ordinarily consider the risks inherent in these agreements to be too great even in cases where the concession can demonstrate a history of successful operations. From the banker's point of view, the chief risk lies in the fact that the concessionaire cannot ordinarily grant a mortgage on the new facilities because he does not own the land. Other causes of banker concern stem from the fact that the government agency can cancel the lease or franchise for poor performance, can control the prices charged by the concessionaire, or can reopen the franchise fee agreement at stated periods (five years in the case of most Federal agencies).

The language of government agreements with concessionaires is heavily weighted on the side of the government, perhaps needlessly so. A study of Park Service agreements, made by a committee appointed by the Secretary of the Interior in 1959, came to the conclusion that, "The standard franchise contract requires explanation but does not present an insurmountable obstacle in itself to institutional lenders."⁴ In the committee's report reference was made to the "cumulative effect of the reiteration in so many sections of the reserved discretionary powers of the Secretary (of the Interior) without objective standards stated for the exercise of these powers." This same effect is given by the language of other Federal agreements with concessionaires. In the light of relations as they actually exist, the language seems unrealistic and unnecessarily stringent. It seems quite likely that a study project participated in by representatives of the key government agencies, spokesmen from the world of finance, and attorneys could develop language which would more nearly reflect the actual state of affairs, thus encouraging potential lenders without lessening the protection of the public interest in any real sense. Such a study led to the useful possessory interest concept in 1950. Another effort is urgently recommended in the light of present-day needs.

Despite the inherent difficulties, West Coast banks in recent years have begun to play a more active part in the financing of concession facilities.

The Security-First National Bank of Los Angeles advanced \$5,500,000 to the major concessionaire in Yellowstone Park for construction of the Canyon Village project. This was a 10-year term loan, which means it was granted not on an ordinary mortgage, but on the good business records of the concessionaires involved and their proved capacity to produce

⁴"First Report of the Study of Financing Visitor Accommodation Services in the National Parks," Hugh D. Galusha, Chairman, National Park Service, 1959, mimeographed.

a substantial cash flow. The granting of this loan may turn out to be a landmark in concession financing.

The Wells Fargo Bank of San Francisco has made two loans to the Yosemite Park and Curry Co., the concessionaire in Yosemite National Park, for a total of \$1,450,000, also for expansion of facilities. Again, no security is involved other than the proved earning capacity of the company. Dividends are restricted to the level of recent years during the repayment period which extends to 1966.

A conventional bank loan, with the improvements as security, was granted to McCoy for his ski lift concession at Mammoth Mountain by the Bank of America. The sum was \$375,000. The principal factor in granting it was probably confidence in McCoy.

The problem at Yellowstone, Yosemite, and in a number of other large concession operations is that even bank loans of this type are not sufficient to meet requirements under the Mission 66 program. What is needed is some basis for 20-year or longer loans from insurance companies or other institutional lenders, a problem to be discussed in the next section.

Even term loans are often denied smaller concessionaires. Bankers in some of the areas surrounding Corps of Engineers reservoirs, for example, told this author that they regard the concession business to be on unsound ground legally, due to the terms of the government leases, as well as risky in an economic sense. Term loans, however, are occasionally granted to small operators. As in the case of the West Coast banks cited above, the practice seems likely to spread as bankers become more familiar with the concession type of business. The management skills of concession operators will also increase. And it can always be hoped that the terms of the government leases and franchises will be rewritten to give more assurance to potential lenders.

Financial institutions: insurance companies, trust funds, mutual funds, pension funds, etc.
Equity securities

Two quite different types of financing are involved here but they are alike in one thing: the ultimate source of the capital in each instance is private savings. The savings are paid into financial institutions in the form of insurance premiums, purchases of mutual fund securities, payroll deductions for industrial pension plans, and other methods.

Insurance companies, a potential source of loans for large concessions, make loans with longer periods of repayment than commercial banks will consider.

Many financial institutions are potential participants in recreation in another way: as purchasers of bond issued by States for the construction of recreation facilities. The facilities built with State bonds are owned by the State governments involved, not by private concessionaires. But bond issues are a device, already in considerable use, by which private savings are invested in recreation facilities. Hence they are considered in this section along with other sources of private financing.

Most concessions are too small to approach insurance companies for loans, but the larger con-

cessionaires have energetically sought this type of backing.

In 1958, after extensive hearings in which the financial troubles of the large national park concessionaires were aired, the maximum national park concession franchise was increased from 20 to 30 years. A major reason for the change was the hope that the longer term would make it possible to obtain insurance company loans.

So far the concessionaires have been disappointed.

A committee named by the Secretary of the Interior to explore the possibility met with representatives of the insurance business and other financial experts. The report of this committee⁵ concluded that something more than the longer franchise would be needed to assure financing of the insurance company type.

There is a feeling among concessionaires that if one major insurance company extends a loan, others will follow in the course of time. They are looking for the "breakthrough loan" such as they feel has already occurred in commercial banking.

There is reason to hope the concessionaires are correct. The Yosemite Park and Curry Co., for example, is negotiating with its bank and a leading insurance company for joint participation in a financing plan.

Bonds issued by States for the construction of recreation facilities have already proved to be a successful method of tapping the private savings that flow to financial institutions. Sometimes, as in Kentucky, the proceeds of only part of a general bond issue go into recreation. In other States, such as Oklahoma and West Virginia, special bonds are issued for the single purpose of constructing recreation facilities. In these latter cases, revenue expected to be generated by the facility is pledged to repay the bond buyers. These are known as "revenue bonds" to differentiate them from general bonds, which are backed by the whole revenue-raising power of the State. The use of bond financing in Kentucky, Oklahoma, and West Virginia is discussed in chapter 10.

The appeal of bonds is simple. If the facilities are wisely located and well run, at the end of the repayment period the State will own facilities without encumbrance and without having expended any general tax revenue. The facility, moreover, may produce revenue in excess of the bond payments which can be used to expand recreation services.

It is a device, however, that can be full of traps for the unwary.

Oklahoma was the first State to launch a State park revenue bond program. The State had already used revenue bonds to finance the construction of dormitories and student union buildings at State educational institutions, in which revenue earned by these facilities was pledged toward retirement of the indebtedness. After a successful experiment with a single park lodge it was decided to expand the program; five additional lodges and other facilities were constructed. Although the payments to retire the bonds

⁵/Ibid.

have been maintained, Oklahoma experienced considerable difficulty with the lodges in the early years of the program.

The West Virginia revenue bond program seems to have been handled with considerable skill. A master plan, prepared by professional park planners, was used as a guide and had the backing of strong park administrators and a sympathetic Governor.

Revenue bonds, even with the most skillful planning, should not be thought of as a cure-all for the financial ills of State park systems. They do not take the place of regular appropriations for administering and developing facilities. But with proper safeguards as to economic feasibility and professional park planning, they constitute a source of financing that States may be using with increasing frequency.

Equity securities

Individuals seeking to expand an established concession, or to establish a new one usually seek borrowed capital, but occasionally capital is successfully obtained by selling common stock. Administrators in recreation have noted a rising interest in common stock offerings and this method could come into somewhat more use as the role of concessions in recreation becomes better known. But for the immediate future it is not too promising for several reasons.

To begin with, most concessionaires are far too small to attract capital by means of common stock. Even the smallest concession may be organized as a corporation, and stock issued. But this is usually done for tax or other purposes, not with any hope of selling equity issues to prospective investors. The experience of small concessionaires is the same as small businesses in every line. Their small size alone effectively bars most of them from this source of capital.

A few small businesses in widely diversified fields are now obtaining equity-type financing through government-sponsored and supervised small business investment companies. There is a possibility that this approach may be of use in recreation; it is discussed in the section on mixed private and government sources.

Even when the concession is large enough to be of interest to purchasers of common stock, there are still many problems. The same doubts that assail potential lenders as to unusual contract terms, the reserved powers of public officials, the close supervision of rates, the possibility of a renewed drive for government ownership, will also occur to potential purchasers of common stock.

The taking of risk, of course, is a characteristic of all equity financing. Where the chance of great gain is present, investors can often be found who are willing to assume great risk. But the policy of the government agencies precludes the chance of great gains in concession operations. Because of the public interest involved, rates to be charged the public are supervised and franchise payments fixed for the purpose of keeping profits to some modest level. Without the offsetting chance of making great gains, the inherent risks loom all the larger in the minds of potential investors in equity issues.

In some cases, the investor in a successful concession has a chance of seeing his basic investment grow in value. This is noted frequently in the type of concessions around Corps of Engineers reservoirs, and in concessions in national forests; it is undoubtedly one of the chief reasons why new private capital flows into such enterprises. If the use of equity issues expands, the chance for this type of gain will likely be the chief reason.

Several Forest Service concessionaires have submitted proposals to issue common stock to the Securities and Exchange Commission. Two of these are for winter sports development which under Forest Service policies have proved attractive to investors.

The Yosemite Park and Curry Co., the giant among concessionaires, is a publicly held corporation with 1,025 stockholders. Its stock is traded over the counter. In connection with expansion under the Mission 66 program, it raised \$500,000 in equity financing by issuing stock rights to existing stockholders, as well as \$1,450,000 through bank loans.

Common stock and convertible debentures were used to finance Mammoth Mountain Inn, the Forest Service concession previously mentioned. When the project fell into difficulties, additional equities were issued to creditors.

Benefactions

In the sources of private capital discussed thus far there is an element of profit-seeking, or at least a desire for ordinary returns on invested capital.

In addition, outright benefactions have played an important role in the development of outdoor recreation.

It is impossible to even estimate the total of such benefactions, but it must be substantial. Usually the donations are in the form of land, to be developed as parks and recreation areas by the government agency accepting the gift. Thousands of towns, cities, and county governments have accepted such gifts over the years. In addition, some State park systems are based in large part on donated lands. Donated land is important even in the National Park System; hundreds of thousands of acres, valued in the hundreds of millions have been given as gifts by individuals, foundations, and nonprofit associations.

Cash donations are also important. Sometimes the cash is used for acquisition of land. But there are times when the donation, either by request of the donor or through a decision by the administering agency, is used for establishing recreation facilities of the type we are concerned with in this report.

Since 1920 the National Park Service has received about \$10 million in cash donations to what the service calls its Trust Fund Account. Two foundations, for example, gave almost \$900,000 for the acquisition of land and other purposes for the Cape Hatteras National Seashore. Jackson Hole Preserve, Inc., a nonprofit corporation, gave large sums for land in Grand Teton National Park and about \$400,000 for the Virgin Islands National Park. The General Federation of Women's Clubs gave \$215,564 for the restoration and refurbishing of Independence Hall in Philadelphia, a national historical park. Sometimes an association is formed to promote the interests of a

specific site such as the Mount Rushmore Memorial Society, which has made donations of around \$100,000 to the facilities of the Mount Rushmore National Memorial in South Dakota.

The Rockefeller family, through Jackson Hole Preserve, Inc., and as individuals, and the Mellon family have made substantial benefactions to public recreation, accounting for many of the major gifts in recent years.

The facilities at Rainier were financed largely by public-spirited citizens of the State of Washington, more out of civic pride than of any hope of gain.

Oglebay Park at Wheeling, West Virginia, was developed by benefactions from civic leaders of the community, as mentioned in the case study in chapter 10. While Oglebay Park is an outstanding development, there are many other examples of local recreation projects financed by benefactions.

There is a feeling among recreation administrators that the day of the large private donations to recreation is passing. They cite the difficulty of amassing large fortunes under present-day tax laws. They point out that in recent years benefactors have had a tendency to endow educational institutions, scientific (especially medical) research, and research in the social sciences.

But large new fortunes are being created despite the tax laws—in oil, electronics, real estate, and other lines. These fortunes will some day reach the stage when the families who control them will, in some instances, be looking for suitable benefactions. Fashions in multimillion dollar giving change, as in everything else. Stimulated by the development of a rational recreation program for the country, with the need for more open space and more facilities carefully documented by research, it is possible that wealthy benefactors with a love for the outdoors may come forward in greater numbers in the future. A program to interest individuals and foundations in recreation might yield significant results over the next decade.

Benefactions have been treated here merely as a source of capital. It should also be pointed out that the nonprofit corporation is a suitable means of operating facilities where profit is not a motive.

Government Sources of Financing Facilities

General appropriations

This is the simplest and most direct source of public funds and could be greatly enlarged. But legislatures are traditionally parsimonious when it comes to supplying funds for the construction of recreation facilities. Administrators at both the Federal and State levels therefore turn to other sources.

Congress has never looked kindly on appropriating Federal money for the construction or maintenance of facilities; it insists, as a general policy, that private capital do this job through concessions. The Corps of Engineers and the Forest Service have held quite rigidly to this requirement. But due to the singular nature of the national parks and special problems created by some of them, Federal appropriations find their way into national park facilities occasionally as

noted in chapter 7. There are usually a number of projects before Congress to increase these sums. But its historic reluctance to enter the field of financing facilities does not show any signs of lessening.

In some States with quite active recreation programs there is a tendency for the legislature to hold appropriations down to sums not much larger than the park system brings in by way of fees and rentals. Indiana is an example of recent years, as shown in chapter 10. Though appropriations may grow in such States over the years, the park system is really forced to expand quite largely on the basis of revenues from operations.

In large and populous States—New York and California are examples studied later in this report—there is a growing tendency for legislatures to appropriate liberally for parks and for whatever facilities are requested. This trend may spread as the pressure of population increases and the political popularity of parks and recreation rises as a result. But changes are likely to be slow.

Earmarked funds

In recent years there has been increasing interest in the concept of earmarked revenue from special taxes or user fees to assure a steady flow of funds for desired projects. Various methods are used, but the effect is to lessen the dependence on annual appropriations. The method is already in use in recreation at both Federal and State level, and suggestions are frequently heard that it could be expanded to meet the needs of the future.

Fiscal purists object to the concept. They argue that the only way for legislatures to maintain intact their constitutional powers over the public purse is for all revenue to flow into the treasury without differentiation as to source or ultimate use; expenditures, in this view, should not be obligated in advance, but should rest on annual appropriations, thus being subject to the constantly exercised will of the legislature. It is granted even by the purists that modern weapons, governmental research projects, and such activities as the exploration of space, require commitments longer than single fiscal years. But they oppose earmarking of revenues for any purpose such as highway construction, airways development or recreation as unnecessary breaches of a sound principle. They recall the situation prior to adoption of the Budget and Accounting Act of 1921, when there was widespread use of earmarked funds by many agencies, including the National Park Service. This led to expenditures for purposes that were not annually reviewed by Congress. The Budget and Accounting Act was adopted partly for the reason that these practices seemed to place too much power in the hands of the executive branch of the Government.

Exceptions to the general principle, however, are frequently made by Congress itself. The Federal Reserve Board, for example, a creature of Congress, is granted the power to collect and expend what are in effect user-fees (charged to commercial banks who are members of the Federal Reserve System). The Federal Reserve never has to request appropriations,

but instead controls its own budget, turning in its excess receipts to the Treasury.

The outstanding exception of recent years is the Federal Highway Trust Fund. Taxes levied on highway users (specifically on gasoline, autos, trucks, buses, tires, and the like) do not flow into the General Treasury, but into the trust fund; grants are made to the States for highway construction from the fund. During the projected life of the program, some \$42 billion will be handled this way.

States use earmarking for recreation in various ways. California will direct up to \$12 million a year from State oil-lease revenues to recreation, for example, depending on the amount of revenue from this source. California, Michigan, and Ohio earmark portions of the State gasoline tax to construct facilities for recreation boaters.

At the Federal level, the Pittman-Robertson Act has levied a tax on sporting arms and ammunition since 1938; the receipts are sequestered from general Federal revenues and are dispersed to States in the form of grants for preservation and development of areas suitable for hunting. In fiscal 1960, these grants totaled \$15,313,000.

In 1952, on the same principle, Congress adopted the Dingell-Johnson Act which levies a tax on fishing tackle. In fiscal 1960 it produced \$5,300,000 in the form of grants to States.

Recreation boaters pay the full 4¢ Federal tax on gasoline; 2¢ of this goes without recourse to construct highways; 2¢ of it is refundable to boaters who meet certain requirements, but apparently most of this goes unclaimed. It thus remains in the Highway Trust Fund. In a report^{6/} made in 1961 to the Senate Committee on Interstate and Foreign Commerce, a staff headed by General John P. Doyle (Retired) estimated that, based on the 2¢ nonrefundable portion only, recreation boaters have paid an average of about \$9 million a year into the highway fund since 1957. Over the life of the highway fund which by statute extends to 1972, the staff estimated these payments will total \$164 million. In addition, the unclaimed refunds allowed to boaters are also going into roads.

It would appear that as long as the concept of earmarked funds is applied to gasoline at all, it should be applied equitably, and that recreation boaters should, by some means, derive the benefit of the tax they are called on to pay in the guise of a highway-user tax.

States are being asked to take a look at the use of gasoline taxes, with recreation in mind. The Outboard Boating Club of America, using estimates of major gasoline companies, concludes that boaters in 1959 paid somewhere around \$30 million on fuel used in boating.^{7/} Though two-thirds of the States permit refunds to boaters, the club estimated that 85 percent of the allowable refunds go unclaimed due to the necessary paper work, forgetfulness, and other causes. As noted, California, Michigan, and Ohio have taken steps to sequester the taxes paid

by boaters for boating purposes, a step other States could well study.

It is a characteristic of boating enthusiasts as a whole that they do not object to being taxed for their recreation facilities; but they do argue that the taxes generated by boating should be used for waterways not highways.

Secretary of the Interior Stewart L. Udall, in an interview with the Associated Press in May 1961, indicated that he is thinking in terms of a possible earmarking of special taxes for recreation development.^{8/} He used the analogy of the Highway Trust Fund and suggested a tax on soft drinks or cigarettes, an increase in recreation-user fees, and excise taxes on recreation equipment as possible sources of revenue. He mentioned as another possibility a \$2 billion bond issue to be retired by special taxes or fees, which would mean adoption of the revenue bond concept so far solely used by States. Secretary Udall emphasized that all this was merely being discussed, with no decisions reached.

Net income from operations

This is not to be confused with what is generally termed by park administrators "revenue from operations." The latter concept is gross revenue from all sources, with no reference to costs. States reported revenue from operations at \$10,652,847 in fiscal 1959. It cost them something to produce this: salaries, upkeep, roads, etc. From available statistics there is no way of knowing whether, in fact, the gross revenue equals costs. Overall there might well be a deficit. This puzzle is one of several in State recreation statistics that needs to be clarified by research before a clear picture can be obtained.

State park administrators, however, all understand the importance of having some net-income producers among their facilities, if at all possible. At times, a project may be backed primarily because it seems to promise a substantial net income. Some systems such as West Virginia and New Hampshire clearly differentiate between the income-producing or self-supporting parks, and those that are operated at a loss. In West Virginia, for example, 8 out of 20 State parks are classified as producers of net income.

One of the chief reasons many State administrators favor the State owning and operating its own facilities, instead of using the concession system, is the feeling that by doing so net income is generated that can be used to expand facilities elsewhere, or sustain non-revenue type operations. In well-run systems, this is undoubtedly the case. But until more adequate statistics as to revenues and costs are available, no generalizations are possible as to how much income is actually produced in this manner. It could be that inefficiencies stemming from political patronage are more costly in many States than generally believed.

Federal agencies have never stressed operations as a source of net income. The principle is understood, of course, and led to the establishment 20 years ago of National Park Concessions, Inc., under the

^{6/}"National Transportation Policy," preliminary draft of a Report by the Special Studies Group on Transportation Policies, Senate Committee on Interstate and Foreign Commerce, 1961.

^{7/}"Financing Boating Facilities by Use of State Marine Fuel Taxes," Outboard Boating Club of America, Chicago.

^{8/}Washington Evening Star, May 16, 1961.

auspices of the Park Service. That operation is discussed in the section on mixed government and private sources.

Direct government loans

Government insured or guaranteed loans will be discussed in the next section because private lenders are involved. Here the subject is loans obtained directly from the Government.

Federal loans are available for many purposes in commerce, industry, and agriculture. Many examples are known to concessionaires. The Bureau of Reclamation is empowered to make loans in the 17 Western States for small projects that must be primarily for irrigation but which may include wildlife conservation as an incidental activity. The Bureau of Commercial Fisheries makes loans for periods of 10 years to owners of fishing vessels with the vessel as security—a loan fundamentally on earning capacity, the type many concessionaires seek.

The Small Business Administration (SBA), in its direct loan program, is empowered to grant loans to recreation projects and has done so in a few cases to Federal concessionaires. Its standards are no more lenient than many commercial banks would apply and it has been no more tolerant of the complexities of Government leases and contracts than commercial bankers have been. Concessionaires may also have been caught in a bureaucratic tangle between SBA and the National Park Service. The two agencies have tried to work out an understanding and in 1959 the Park Service, at least, thought it had done so. But SBA officials continue to believe that the Park Service has too many rigid rules and requirements for its concessionaires; Park Service officials feel somewhat the same way about SBA standards. Two recent SBA loans to concessionaires have been in situations where the borrower was either in bankruptcy or close to it, proof that the rigidities can be resolved when the need is acute enough.

It is possible that concessionaires may be able to get Government loans from the newly established Area Development Program in a somewhat more sympathetic atmosphere. Officials have expressed an early interest in recreation development loans if it can be shown that a sufficient amount of employment will be created. This is a matter which can be cleared up with research. A satisfactory relationship between recreation capital inputs and new employment might well be demonstrated, particularly in light of the scarcity of alternative opportunities in many of the very areas where recreation is the leading undeveloped natural resource. It is a subject that deserves further study.

The Park Service, from time to time, has considered the possibility of asking congressional approval for a revolving fund from which it could make loans to concessionaires, though the idea has not advanced beyond the discussion phase.

Mixed Private and Government Sources

Government loan insurance or guarantee

This method would have several advantages over a direct loan program. For one thing, the government

would not be in the role of direct creditor. Bankers are accustomed to working with the insurance or guarantee-type arrangement. The borrower could be called on to find partial financing on his own, with only enough additional borrowing underwritten by the government to assure adequate facilities. The responsibility would remain chiefly in the private sector of the economy, which has traditionally supplied most of the financing for recreation facilities.

Is it in the public interest to establish some such program? It should be kept in mind that in some areas where the season is particularly short, or where visitation is low, ordinary commercial financing cannot be attracted. Yet public policy at times decrees that such places be provided with facilities. To help fill this sort of need, and also to provide concessionaires with adequate credit even in more favored locations, it would seem that a loan guarantee program would be useful.

The program most often mentioned by way of analogy is the mortgage insurance program in housing. But the approach which creates the most interest among concessionaires is the one established in the Merchant Marine Act to aid in the financing of merchant ships. First, construction loans are guaranteed, after certain qualifications are met. After construction, the mortgage bonds (for which the ship is collateral), are also guaranteed. The borrower must be approved "as possessing the ability, experience, financial resources, and other qualifications necessary to the adequate operation and maintenance of the mortgaged property." The project must be judged economically sound by the Secretary of Commerce.

Tax deferral

The Merchant Marine Act also provides for tax deferral on sums set aside by the borrower for future construction. This would have the effect of greatly increasing the cash flow available for expansion, and a group of concessionaires is studying the device for possible use in recreation. It might face a cool reception in Congress. The tax-writing committees have been trying in recent years to reduce the number of special considerations contained in the Revenue Act, and have shown resistance to increasing them.

Small Business Investment Corporations

These corporations, authorized by Congress in 1958, are growing rapidly both in size and in number. They were authorized as a means of helping small business obtain long-term loans and equity capital—the problems facing many concessionaires. Many SBIC's are organized with the idea of specializing in certain types of business activity with which the organizers are familiar. Several are active in financing small electronics firms, for example. The possibility of organizing one or more SBIC's to specialize in concession financing should be explored. In addition, of course, a concessionaire might obtain financing from an SBIC organized for general purposes.

An SBIC may be started with a minimum of \$150,000 private capital, to which the Small Business Administration is authorized to add \$300,000. The corporations are organized to operate on a local or regional basis, and all negotiations between the corporation and a prospective borrower are conducted as a private business matter; the Government does not figure in the discussions. SBIC's are licensed and financed in part by the Government, but they are operated as private enterprises within the broad rules laid down by Government. They may make loans for periods from 5 to 20 years, or make special provisions for shorter or longer terms. SBIC's may also purchase debentures that are convertible at the SBIC's option into stock of the borrowing corporation at a price to be determined when the debentures are issued. Special tax considerations for SBIC investors in case of loss increase the attractiveness of this approach as a possible source of recreation capital.

State and local development companies organized under regulations of the Small Business Administration are possibly another source of financing for concessionaires. But SBA regulations as to security for loans extended by the development companies seem to require first mortgages, which may bar concessionaire financing. However, the possibility of using development companies in addition to SBIC's should be thoroughly explored, as they offer a number of special advantages.

Nonprofit distributing corporations

This peculiar form of business organization was once hailed as a major development in recreation finance, and a solution to the problems inherent in the use of private capital in public parks. However, it is being used in only a limited way after 20 years of experience.

National Park Concessions, Inc., and the Mount Rushmore Memorial Society, Inc., may be the only nonprofit distributing corporations active in recreation. The only other example of this type of corporation apparently is Government Services, Inc., which primarily operates food services in government buildings in Washington, D.C.

National Park Concessions, Inc., (NPC, Inc. hereafter) is a membership corporation, not a stock corporation. There is no stock. It began operating with virtually no capital but received unusually liberal treatment by the Park Service in its early years, acquiring necessary operating capital this way.

Members of the corporation have no proprietary interest in assets or earnings. In event of dissolution its assets are to be donated to the National Park Service. Its profits are to be used for the development of concession facilities and under the terms of its contract with the Park Service, this is done at the direction of the Service.

It is sometimes thought that "nonprofit distributing corporations" are nonprofit. On the contrary NPC, Inc., is supposed to produce a profit. But the profits are not distributed to the owners as they would be in an ordinary corporation; hence the term.

Two of the charter members of NPC, Inc., were employees of the National Park Service, but this arrangement ended when it was criticized by the Hoover

Commission report on business enterprises in the Federal Government.

There can be no doubt that when Secretary of the Interior Harold Ickes organized NPC, Inc. he intended to use it as a means of ending, or greatly reducing the profit-motivated concession system. He wanted to build, own, and operate concessions on a new kind of principle.^{9/} In Ickes' annual report as Secretary of the Interior for fiscal 1941 is this language.

The operation of concession facilities by this corporation (NPC, Inc.) is based on the belief that the government should own and control wherever possible the physical developments for accommodation of the public in national park areas.

Ickes' idea consisted of turning over the profitable concessions at Mammoth Cave National Park, Kentucky, to NPC, Inc. These concessions could be counted on to produce income in excess of costs year after year, and this income would be used to finance operations elsewhere. If the concept had been expanded it could gradually have replaced the present concession system.

Currently, NPC, Inc. is regarded by Park Service officials as a means of supplying funds to finance concessions that are unprofitable, and therefore unattractive to private investors. It is no longer described as a means of gradually achieving government ownership.

The Hoover Commission recommended that NPC, Inc. be dissolved, and its operations turned over to ordinary concessionaires or possibly closed where unprofitable. One of the commission's objections was that the corporation's accounts were not subject to audit by the General Accounting Office. The commission apparently considered it largely as a government operation, but without adequate supervision by Congress. The Park Service, on the other hand, considers it a private company. So, apparently, does the House Interior Committee which in 1960 took the view that it is essentially like any other concessionaire and should be so treated in contract negotiations, then underway. The committee feared that the Park Service under the administration then in office would refuse to sign a new contract to replace one approaching expiration date.

The Interior Department's Associate Solicitor for Wildlife and Parks, after making an analysis of the corporation's history and operations in connection with the 1960 hearings, decided he could not tell for sure whether it was a private or a government enterprise; he ended by describing it as quasi-governmental.

In practical effect it is governmental, as the Park Service has complete control over where and how the corporation's net income is to be expended. NPC, Inc. cannot decide on its own to invest or not to invest in particular concessions, but acts only in accordance with the wishes of the Park Service.

The corporation now operates in five locations. Two—Mammoth Cave, Kentucky, and the Blue Ridge Parkway, Virginia—are dependable producers of net

^{9/} John Ise, "Our National Park Policy," Johns Hopkins University Press, Baltimore, 1961.

income. They carry losing operations at Big Bend, Texas, Isle Royale, Michigan, and Olympic, Washington. It has invested about \$140,000 in buildings and equipment at Big Bend, \$106,000 at Olympic, and \$69,000 at Isle Royale, where ordinary investors would not have been interested. In the meantime, it has also invested \$213,000 at Mammoth Cave, and \$61,000 in the Blue Ridge operations.

In this role of concession-operator at losing locations the nonprofit distributing corporation offers certain advantages. It should not be discarded as a type of organization because it cannot clearly be

classed as either public or private, or because of its unique relations with the Park Service.

The problem of providing services in losing locations is a difficult one. Congress has never shown any desire to solve the problem by providing openly subsidized operations. It would in all likelihood reject any such proposal now and in the foreseeable future. Thus NPC, Inc., or something like it, should be kept in mind if an increasing burden of losing operations is placed on the Park Service in the future.

CONCESSIONS AND GOVERNMENT

(Note:—The sections in this chapter dealing with Federal Government relations with concessionaires were written by Susan Webb Hammond. Donald O. Loomis provided much of the material in the section on State policies.)

Federal Government Agencies

At the Federal level, the relationship with concessionaires varies with the agency.

Six Federal agencies or bureaus contract with private concessionaires to provide goods and services for the public: They are the National Park Service, the Bureau of Reclamation, and the Bureau of Sport Fisheries and Wildlife, all of the Department of the Interior; the Corps of Engineers of the Department of the Army; the Forest Service, in the Department of Agriculture; and the Tennessee Valley Authority. Certain similarities in agency policy and procedure are evident and extend even to contract language, but there are also a number of differences. It is these differences which often determine the ease with which the demand for recreation facilities is met, and the success in attracting capital investment.

Park Service concessions generally were established earlier, require a larger investment, and do a bigger business than the concessions of other agencies. More controversy has surrounded Park Service concessions policies than those of other agencies, and Congress has been more closely involved. The Park Service often acts as adviser to other governmental agencies on recreation matters, and its concessions policies and procedures have served as sources at all levels of government.

The 250-plus concessions of the Corps of Engineers are situated at public access points around the reservoirs constructed by the Corps. Generally less isolated than most Park Service concessions, the type of business developed and the method of operation differ also.

The Forest Service supervises by far the largest number of concessions, nearly 1,500. There is, in general, less agency supervision of business details than is the case for either Park Service or Corps of Engineers concessions, and there seems to be more chance for concessionaire decision-making on concession development.

In contrast to these three agencies, concessions play relatively minor roles in the activities of the Bureau of Reclamation and the Bureau of Sport Fisheries and Wildlife. There are few concessionaires, and policies are not firmly established. But areas under the jurisdiction of these Bureaus offer tremendous recreation potential, and their concessions stories deserve consideration in any assessment of future needs.

The Tennessee Valley Authority's experience with concessions differs from the other agencies we are considering. Today the agency deals with few concessionaires, but sells potential recreation sites to private investors for development. Thus it offers

yet another, but highly significant, method of meeting recreation needs.

There is interagency consultation, but generally the experience of each agency with its own concessionaires and programs determines agency policy. And interestingly, points at issue or of significance for one agency may be of little importance for another.

All concessionaires share certain common problems, such as the general high risk of the recreation business, its pronounced seasonal nature, and the related need for a high profit during the peak season to carry the business through the slow months, and to repay debts. Title to land and, generally, to improvements is vested in the Government, making it difficult to obtain a mortgage; concessions operations are supervised by the various agencies, and may be further complicated by changes in policy.

Concessions development varies, and financing needs differ. A number of Park Service concessions are large and all-inclusive (overnight lodging, restaurant facilities, souvenirs and curios, and miscellaneous related services, such as transportation, saddle horse livery, photos, etc.); these require substantial investment. The investment requirements and the gross income of the Corps of Engineers concessions are in general smaller, and the concessionaire, though still under supervision, probably has more scope for individual decision-making. The Forest Service determines that a need for a facility exists and that buildings are not substandard, but does not generally program concessions development as the Park Service is likely to do.

Agency assistance to the concessionaires in obtaining financing for capital improvements also varies. The Park Service has sponsored concessionaire-lender meetings and has attempted to find lines of credit. TVA has sold title to land in an effort to make recreation operations more attractive to private capital, but makes no attempt to give direct assistance in obtaining investment funds. The Corps of Engineers expects to require more specific concession development in the future and may find it must offer more financial advice and guidance at the same time.

NATIONAL PARK SERVICE

The National Park Service is the senior agency in the field of providing for the recreation needs of the public through concessionaires. Congress authorized concessions when Yellowstone National Park was established in 1872, and indeed, concessions (including those for toll roads, now foreign to the concessions concept) were regarded as a means of financing the administration and protection of the park. As a co-operating agency for Federal recreation planning, 1/ as a source of information and assistance to the States, and as agent or administering agency for

1/ The Park Service cooperates with other agencies in studying recreation potential, developing master-use plans, etc.

recreation areas developed by other bureaus,^{2/} the Service has been a model and source for concepts and even specific contract provisions in use throughout the Government.

There are almost 180 Park Service concessionaires, operating at 56 areas,^{3/} and in 1960 their total gross income was nearly \$50 million. (For further data see table 8 preceding this section). Some concessionaires operate under a permit revocable at will by the Park Service and have no substantial investment. Others are lessees with a term contract and no large investment. But a significant number of concessionaires have made and are expected to go on making substantial capital investment.

^{2/}The National Park Service administers several recreation areas determined to be of national significance: e.g., Lake Mead (Bureau of Reclamation), and in the 1940's, Lake Texoma (Corps of Engineers). The Service also acts as agent for the Bureau of Reclamation in developing recreation areas and working out development agreements with other organizations.

^{3/}In addition to the national parks, the Park Service administers a number of other areas, for example: national historic sites, national recreation areas, national monuments. Concessions are located in some of these areas.

The success of the Mission 66 program has put additional demands on Park Service concessionaires. With increased appropriations, the Service is able to move ahead with its share of construction (sewers, utility lines, etc) necessary for the concessionaires' building program, and there is a corresponding need for expansion of concessionaire investment.

Purist vs. recreationist

Throughout Park Service history, there has been a dichotomy within the agency between the purist, wanting the least possible amount of park development, and the recreationist, dedicated to development and expanded use within the limits of the Service's conservation and preservation concept. Indeed, to some extent, this duality is evident in the enabling legislation itself: The National Park Service is to promote and regulate the use of the Federal areas known as national parks, monuments, and reservations...by such means and measures as to...conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as

Table 8 Data on visits and concessions, Federal Agencies, 1960^{1/}

	National Park ^{2/} & Service	Corps of ^{2/} Engineers	Forest Service ^{4/}	Bureau of ^{2/} & Sport Fisheries	TVA ^{2/}
Visits, 1960 ^{5/}	72,287,800	109,000,000	92,600,000	10,754,000	42,348,993
Total number commercial public-service concessions	177	278	^{2/} 1,454	^{5/} 40	92
Gross income, all concessions	\$48,113,505	n.a.	n.a.	\$ 812,150	\$ 2,168,000
Value of assets, all concessions	\$46,910,218	n.a.	n.a.	\$ 1,140,750	^{2/} \$ 2,723,000
Net income after taxes, all concessions	\$ 261,907	n.a.	n.a.	\$ 15,100	n.a.
Total investment (net worth), all concessions	\$17,457,258	n.a.	n.a.	\$ 391,600	n.a.
Franchise fees paid agency, all concessions	\$ 625,997	^{10/} \$ 700,000	\$ 309,717	\$ 22,400	^{11/} \$ 24,800
Amount obligated by agency for concessions management, 1961	^{12/} \$ 390,300	n.a.	n.a.	n.a.	n.a.

^{1/}Bureau of Reclamation data not available.

^{2/}Source: Data supplied by agency.

^{3/}Dollar amounts based on 149 concessionaires filing annual financial reports for 1960.

^{4/}Source: Derived from data supplied by the Forest Service.

^{5/}Dollar amounts based on latest available data of 11 concessionaires with investment of more than \$50,000. Some of these concessions are still in the formative stage.

^{6/}Data on visits as supplied by the agencies; due to differences in concepts and methodology, precise comparisons between agencies are impossible. National Park Service figure excludes National Capital Park System. TVA figure represents person-day visits to reservoirs for recreation purposes.

^{7/}As of June 30, 1959. Approximate.

^{8/}Approximate; derived from material supplied by Bureau.

^{9/}Figure is referred to by TVA as "Investment by Operators." In instances where concessionaire operates on both public and private land, the figure includes investment for the part of operations on TVA land.

^{10/}Approximate figure.

^{11/}Cash payment. In some cases, concessionaires provide services in lieu of cash. Total consideration (including value of services provided) estimated by TVA to be closer to \$115,000 to \$120,000.

^{12/}\$243,000 of this is for audit program.

NOTE: n.a. = Not available.

will leave them unimpaired for the enjoyment of future generations . . . 4/

The general public, too, has been divided, and the Service has been under pressure from both sides. It has steered something of a middle course, rejecting the gaudier sort of concession, while agreeing to developments such as winter ski-tow operations in a number of parks. At the same time it has consciously tried to preserve wilderness areas.

In recent years, the recreationists have come to the fore, possibly in part because of increased public use, and also perhaps from a recognition that to obtain funds for basic park work, an imaginative presentation such as Mission 66 (which in itself presupposes recreation development) is required. At any rate, the result has been that financing of new facilities for recreation has emerged as a growing problem.

The issue of Government ownership

It was once the clear policy of the Park Service that in the long run, Government acquisition and ownership of all concessions facilities were desirable. (The Park Service has never contemplated Government operation of concessions.) This policy was changed in 1950, after several years of chaotic conditions in concession operations, characterized by concessionaire-government conflict over contract terms, rights, and privileges. The Department of the Interior's 1950 policy statement, still in effect, states:

Where public accommodations are necessary for the enjoyment of an area and the basic facilities with which to provide such accommodations and services cannot be provided by private capital, it shall be the policy of the Department to provide such basic facilities, where funds therefor are available, and make these facilities available, under contract, for operation by responsible parties.

The Park Service thus publicly abandoned efforts to acquire and eventually own all concessions facilities, but did not rule out the possibility of acquiring or constructing them when necessary and to the extent that funds were available.

The controversy of the 1940's which led to this change in policy centered on the issue of Government ownership. The reasons for the trouble seemed to lie in the old tradition among park officials that there is something unsuitable about anyone, even under the strictest of supervision, seeking private profit in a public park. Secretary of the Interior Harold Ickes, and his successor, Julius A. Krug, actively supported Government acquisition of concessions facilities, and as noted earlier in our study (chapter 2), there were departmental moves to make conditions unattractive for private concessionaires.

The particular point at issue was whether, at the expiration of a contract (specifically, in 1946, the Sequoia and Kings Canyon National Parks Company contract), the Government owned all buildings, fixtures, and improvements constructed by the concessionaire, or whether the concessionaire retained an interest which should be recognized in any new

contract. But beyond this, the whole range of the Government-concessionaire relationship was affected, and there was conflict over many points: Departmental changes in established policies; the preferential right of the existing concessionaire to renew a lease; labor regulations; overall lease terms; and, if Government ownership of concessions were the correct policy, how would it be achieved. Meanwhile, during these postwar years, a number of contracts were expiring, visits to parks increased tremendously, and facilities were in need of rehabilitation and immediate expansion. In order to finance all this, a degree of stability was necessary.

Under the policy in effect since 1950, the Park Service has built some facilities when unable to interest private enterprise. For example, at Isle Royale National Park in Michigan, the Park Service 4 years ago built housekeeping cabins (rented to visitors by the concessionaire, National Park Concessions, Inc.) at a cost of \$170,000. Some \$265,600 is programmed to build additional cabins during the present fiscal year. At Mount Rushmore National Memorial, Congress appropriated funds for construction of the Memorial View Concession Building and a dormitory for concessionaire employees. In 1959, the Park Service acquired the Village Inn at Glacier National Park through buying a private inholding. (The Glacier Park Company operated the Inn in 1960.) Funds for these expenditures are part of the regular Park Service appropriation passed by Congress.

In 1953, the Park Service bought the facilities of the Rainier National Park Company following passage of a bill by Congress authorizing the purchase. (See the Rainier Case Study in chapter 8.) And if a proposal presently before Congress is passed, the Service may construct (and own) a new hotel at Mount Rainier's Paradise Valley, though it opposes the location.

There is still division of opinion over the Government-ownership issue, and some feeling among long-time Park Service personnel that Government ownership is still the most desirable policy. It is something of a moot point, however, as the level of appropriations necessary for an active acquisition program is unlikely in the foreseeable future. The 1950 policy directive settled the immediate problem of contract renewals, reassuring the concessionaires and clearing the way for further private investment.

Concessionaire "possessory interest"

A corollary of the Government ownership issue is recognition of the concessionaire's so-called possessory interest in the buildings, improvements, and appurtenances he has constructed and furnished. Possessory interest may be thought of as a concept of "equitable title" or "beneficial ownership." It has been extremely important as a factor in attracting private financing. Under the terms of the lease, legal title to all buildings, fixtures, and other improvements constructed by the concessionaire is vested with the Government, but under the possessory interest concept, the concessionaire has all other incidents of ownership, and is entitled to payment should the concession be sold or terminated.

⁴/Act of Aug. 25, 1916, 39 Stat. 535.

Departmental policy prior to 1946 generally recognized the concessionaire's interest in his improvements, and most early concession contracts included some possessory rights provision. During the late 1940's there was lengthy conflict over the point. Acting Secretary of the Interior Oscar L. Chapman, reinforced by the Departmental Solicitor's office, seemed to feel that upon expiration of a lease any interest vested with the concessionaire lapsed for purposes of a new contract. (This opinion was given with regard to the proposed Sequoia and Kings Canyon contract, already mentioned.)^{5/} The Park Service, while agreeing that a case could be made for this construction, argued that the practice and intent had been to recognize a continuing value.^{6/} Concessionaires were apprehensive over the administrative split, as well as the apparent insecurity of investment and the intent to interpret the contracts literally rather than in the light of traditional practice. The Concessions Advisory Group in 1948 strongly urged that the concessionaire be assured equitable title to his improvements.^{7/} Congress also indicated an interest in the concessionaires' position. As a result, the 1950 policy statement specifically recognized that concessionaires should be assured of the security of their investments in construction, and the standard lease form now states:

...the concessioner shall have a possessory interest in all concessioner improvements consisting of all incidents of ownership, except legal title which shall be vested in the United States... (it) shall not be extinguished by the expiration or other termination of this contract, and may not be terminated or taken for public use without just compensation.

The Park Service found that without assurance of possessory interest, concession operations became much less attractive to private investors. Although the Comptroller General has recommended against granting possessory interest rights to the concessionaires,^{8/} the concept is undoubtedly a strong factor in attracting and retaining private financing.

The possessory interest clause assures the concessionaire of reimbursement for his ownership interest. Actual dollar value of that ownership is determined at the time of payment. Contracts stipulate that when a concession facility is sold, whether

to a successor concessionaire or to the Government, the fair value of the equity be paid. This is roughly figured at reproduction cost less depreciation. If a concession is to be terminated, the concessionaire must be reimbursed at "not less than book value." The phrase is generally interpreted by the Government to mean at book value; the concessionaire often disagrees, wanting payment at a figure somewhere between book value and market value. In practice, when a concession is terminated, both parties generally agree that the move is desirable; the concessionaire is assured he will be reimbursed for his possessory interest and the issue is the dollar amount. Over the last few years the Park Service has terminated several concessions and paid the concessionaire for his possessory interest, but in some cases determination of the amount of payment has been a lengthy procedure.

Length of contract

Concessionaires maintain that in the long run, the stability of their investment is likely to be based on the length of the contract. Certainly the availability of investment capital sought through loans is directly related to the contract term. Concession contracts were originally limited to 10 years; a few 20-year contracts were subsequently authorized by Congress, and the 1916 legislation establishing the Park Service set 20 years as the statutory limit. In 1958, the limit was extended to 30 years, although the Park Service gave assurances to Congress that the full 30 years would be used only in exceptional circumstances as, for example, when the concessionaire undertakes a multimillion dollar building program. During testimony on the proposed 30-year limit, concessionaires pointed out that the term of the loan was directly tied to the number of years of assured operation remaining under the contract. It was generally agreed that a 30-year term would ease the situation.

Under present procedures, the contract term is usually 5 years in cases involving very small investment; for larger sums, a 20-year contract is generally executed, and, as already noted, in cases of multimillion dollar investments, the term is generally 30 years. A long contract term may be just as desirable for a smaller borrower, to permit more flexibility in rates and in terms of repayment, a point not recognized in Park Service procedures.

Preferential right to renew

Lease renewal also relates directly to financing. Although not expressly stated in contracts, in accordance with the 1950 policy directive concessionaires are granted a "preferential right to renew" leases if satisfactory service has been given and the Park Service determines that there is continuing need for the concession. The terms of the new lease are not necessarily those of the expiring contract. The preferential right to renew is not a "bankable" assurance; there is universal lender insistence on a loan term shorter than the contract currently in effect.

^{5/}Memorandum for the Director, National Park Service, from Oscar L. Chapman, Acting Secretary of the Interior, June 6, 1946.

^{6/}Memorandum for the Secretary of the Interior from Newton B. Drury, Director, National Park Service, July 8, 1946.

^{7/}"National Park Concessions," report of the Concessions Advisory Group to J. A. Krug, Secretary of the Interior, 1948, mimeographed.

^{8/}Review of the National Park Service, Department of the Interior, for the fiscal year ended June 30, 1955, by the Comptroller General of the United States, 1956, mimeographed. The General Accounting Office feels that the concessionaire with possessory interest rights has an advantage when negotiating new contracts, as he will be paid for his interest if a successor concessionaire is found, and if one cannot be found, the Government will eventually have to compromise to his position.

For a brief 2-year period, 1948 to 1950, the Park Service refused to give a preferential right to renew and at the expiration of contracts invited concession offers from all interested parties. But concessionaires are not likely to invest heavily, even if assured of recovering the book value of investment, if there is no assurance of continuing to protect that investment. Concessionaires opposed the new policy, and the issue became a part of the then active controversy.

The Park Service has been under fire from all sides on this point. Concessionaires contend that a preferential opportunity to renew the lease is an absolute necessity to protect their investment. Congress has on occasion been concerned about the "monopoly" position a concessionaire may thus obtain. The General Accounting Office has viewed the concept as an obstacle to the method it favors—competitive bidding on concession operations. As recently as 1960 the policy was firmly extended to nonprofit distributing corporations—e.g., National Park Concessions, Inc.—primarily as a result of congressional intervention.

It should be mentioned here that where substantial new investment is necessary, it is Park Service policy to execute a new contract. This enables the concessionaire to assure lenders of continuous operation over a period of years sufficiently long to pay off indebtedness.

Role of Congress

The House and Senate Committees on Appropriations and on Interior and Insular Affairs are concerned with Park Service concession operations, the former with regard to cost of administering concessions operations and the revenue produced, the latter primarily from a policy standpoint.

There has been a great deal more congressional interest in Park Service concessions than in those of other agencies. The traditional role of congressional representation of constituents is one aspect of this. But in addition, Congress has played an important part in several major disputes and policy decisions over the years. During the controversies of the 1940's the House Public Lands Committee ^{9/} served as a sounding board for concessionaire opinion, and by holding public hearings, aired the controversy. Committee members were also active in exploring various compromise solutions, and the committee approved the Department's 1950 policy directive. Ten years later, the House Interior Committee intervened to assure nonprofit distributing corporations the preferential right to renew an expiring contract. In some instances, Congress has legislated acquisition or construction of a concession facility, as at Mount Rainier.

The Secretary of the Interior appointed the Concessions Advisory Group in 1946 after the House Appropriations Committee expressed its concern over several aspects of concessions operations. A present requirement that contracts with a duration of more than 5 years or involving a gross annual business of \$100,000 per year or more must be

reported to Congress originated with the Senate Appropriations Committee. ^{10/}

This requirement reflects the at times anomalous and divided attitude Congress has toward concession operations. On behalf of concessionaires, the committees carefully examine Park Service policies and procedures, and in some instances battle Park Service personnel. As watchdogs for the taxpayer, they want to obtain as much revenue as possible from the concessions for the U.S. Treasury. The Appropriations Committees, especially, traditionally voice dissatisfaction with high rates charged the public, the low franchise fees, and what they see as the monopoly position of the concessionaires. The concern resulting from the preferential right to renew a lease has been mentioned. Another aspect of their concern lies in the lease provision granting concessionaires a preferential right to provide new or additional facilities and services which may be needed within the area or the park. In addition, the committees champion private enterprise, but are themselves divided as to when, if ever, Government ownership is justified.

The reporting requirement, originating in appropriations legislation but administered by the Interior Committees of the House and the Senate, has until recently been somewhat pro forma. On the House side, at the start of the present Congress, a Subcommittee on National Parks of the Interior Committee was organized, and the subcommittee expects to scrutinize proposed contracts, including management history and the ability of the concessionaire, more thoroughly. Legally, congressional disapproval cannot bar execution of a contract, but dissatisfaction with a proposed lease would be a powerful reason for negotiating until all interested parties are satisfied. Obviously, Congress can affect financing in a number of ways besides specific legislation.

Government supervision

This is also an important aspect of any decision to invest in a concession operation. The Park Service supervises its concessionaires closely, and there are a number of instances where the Secretary of the Interior has the power to make the final decision in the event of a dispute—as, for example, over computing the basis for payment of a franchise fee. A committee appointed to study financing of visitor accommodations in national parks concluded that the cumulative effect of these "reserved discretionary powers" is a strong deterrent to possible lenders. ^{11/}

Rates charged the public by the concessionaire must be approved by the Park Service. After taking into account a reasonable profit and any significant business factors, rates are supposed to be "reasonable" and comparable to similar operations outside the parks. Changes in rates have been used to lower profits and

^{10/}H.R. 4828, Interior Department Appropriations Act for Fiscal Year 1954 (67 Stat. 271) required that all contracts were to be reported. Amended by Act of July 14, 1956 (70 Stat. 543) (an Interior Committee measure) to the present 5-year/\$100,000 requirement.

^{11/}First Report of the Study of Financing Visitor Accommodation Services in the National Parks, *op. cit.*

^{9/}Predecessor to the House Committee on Interior and Insular Affairs.

could, of course, drastically affect a concessionaire's ability to repay a loan.

The franchise fee, too, may be used to regulate profits, although the Service has stated that it is more interested in good service to the public than in revenue to the Government.

Prior to 1950, most contracts provided for payment of a percentage of net profit to the Government, and various studies and reports over the years have endorsed the concept that the Government share in profits. The 1948 Concessions Advisory Group, for example, strongly urged that concessionaires be granted a "reasonable profit" (figured to be 6 percent on investment), but that the Government be paid an increasingly larger share of additional earnings above this figure. The 1955 Comptroller General's study pointed to "unjustified" concessionaire profits and recommended larger concessionaire payments to the government.^{12/} The Interior Department agreed with the Concessions Advisory Group's recommendation, and expected to hold profits to 6 percent if possible, largely through rate regulation. Although the fair return concept no longer figures in the franchise fee, it does figure in the thinking of the Park Service, Congress, and investors. A fair return today is generally acknowledged to be considerably higher than 6 percent. One Park Service official places it at about 8 to 10 percent, and a Member of Congress has suggested about 10 to 14 percent.

Under present procedures, the franchise fee is negotiated, and since 1950 has generally been based on a flat fee (often nominal but not generally above \$5,000) plus a percentage of gross receipts, the percentage being determined partly by the type of business operation.^{13/} The franchise fee as a percent of gross has been endorsed by Congress, and is generally considered more practical to administer than a percent of net profit.

Congress has consistently asked for higher franchise fees, without, as noted in an earlier section, always facing the arithmetic involved in also seeking lower rates and bigger private investments at the same time.

In regard to rates it should be kept in mind that concessionaires may be required to run unprofitable operations if the business as a whole makes a substantial enough profit to justify the request. For example, there is public demand for winter operations,

and these invariably operate at a loss in the parks.^{14/} The Park Service believes it keeps such demands moderate, but the lack of free choice to avoid or discontinue unprofitable operations may well deter the businessman or a lender from making an initial investment.

Other supervisory requirements relate to labor regulations, choice of building sites, architectural plans, type of merchandise sold, and Park Service programing. The latter may make tremendous demands on concessionaires.

The Park Service is the only Federal agency with a really effectively organized concessionaire group, ironically the creation of the Park Service itself. The Western Conference of National Park Concessionaires has been instrumental in effecting changes in policies considered detrimental by the concessionaires, and has undoubtedly strengthened the concessionaires' position.

Changes in concession policies

We come back to the topic of policy changes. Concession policies have been relatively stable for 10 years, but administrations and top-level personnel change, and there is no specific assurance that concessions policies will not change with them. The 1946 to 1950 period, when the Government embarked on a series of crucial reversals of long-established concepts, is a case in point. Less important, but still of concern to concessionaires, are Park Service policy shifts on the location of wilderness areas or developmental plans which may necessitate an accompanying shift by the concessionaire.

In the past, concessionaires have demanded legislation on overall policies, maintaining that departmental policy statements were not adequate safeguards. There is, of course, no final solution, as conditions change. There must be room for flexibility. But consideration should perhaps be given to additional means of assuring private investors of security of their capital.

CORPS OF ENGINEERS

The Corps of Engineers is in recreation because of the reservoirs it constructs primarily for flood control, hydroelectric power, or navigation. The rising popularity of these reservoirs for recreation purposes has been an outstanding characteristic of recreation development in the past 15 years.

This dual role of construction engineer and recreation administrator has affected both policy and

^{12/}Review of the National Park Service, op. cit.

^{13/} .75 percent for housing and feeding, or feeding operations;

1.50 percent for store, lunchroom, transport, guide, boat rental and/or sales, fishing camp, and similar service operations;

3.0 percent for souvenir, curios, photoshops, etc.

Gross receipts include the amount received from all sales, including gross receipts of subconcessionaires. Excluded are, for example, intracompany earnings on account of charges to other departments (e.g., laundry, etc.), cash discounts on purchases, interest on money loaned, income from investments, or from subsidiary companies outside the park or area, and various excise taxes collected.

^{14/}In contrast, Forest Service winter operations are among the most lucrative concessions. Geographical location may make some difference. There is also a feeling that the Park Service requirement that ski tows should be dismantled during the summer contributes. The elaborate chair and gondola lifts wanted by skiers cannot be built to comply with Park Service requirements.

practice. Though the Corps remains primarily a construction agency, Congress in 1944 specifically authorized it to provide basic recreation facilities and to lease sites for concession development.^{15/}

Policy toward concessionaires has often been adapted from Corps experience with other programs far removed from recreation. Although Corps recreation work has often benefited from application of concepts and procedures used in other operations, in some instances the result has been policies ill-suited to recreation concession operation. The Corps has recognized that there must be adjustment of procedures where recreation is involved. Indeed, this trend is apparent throughout government, and the modification process is still going on in many instances, although concessionaires may feel that at times the movement is not fast enough or far enough.

Corps reservoirs are often more accessible than areas under Park Service jurisdiction, and recreation development is of course water based.

The primary objective of the Corps in developing recreation facilities through concessionaires is to "obtain services and facilities adequate to meet the public demand, at reasonable charges to the public." There is no statutory obligation to conserve an area of scenic grandeur or historic tradition, such as the Park Service has. The primary emphasis can be on development of recreation resources. This permits somewhat more flexibility in development. There is also less of the "controlled monopoly" element. Although a concessionaire does have exclusive right to develop his own lease area, another concessionaire will be doing the same thing 5 miles down the road at the next public access point. If the public doesn't like one development it can go on to the next one.

Some of the concessionaires operate on both public and private land. Boat and fishing docks may be built in an area leased from the Corps, with motel and restaurant facilities on adjoining private acreage. (Forest Service concessions, particularly ski resorts, often operate under this same arrangement.)

The typical Corps concession development is smaller than that of the Park Service. Total investment may be as high as \$450,000 and annual gross income even more, but the average investment is closer to \$40,000 or \$50,000 with gross revenue slightly higher.^{16/} Where the concession is a success, the owner often makes a substantial capital gain when the business is sold. Concessions change hands fairly frequently. (The Park Service finds that this is true also of the concessionaires it supervises at National Recreation Areas, located on Reclamation Bureau reservoirs.) The Corps, unlike the Park Service or the Forest Service, does not own resort-type buildings for lease to concessionaires.

Corps policies toward concessionaires are undergoing modification. As recently as November 1960 several major changes in contract procedure were adopted. Most Corps concession contracts have been signed since World War II and have some years to run, although a few have already expired, or will

expire in 1961. It is easy to stretch parallels too far, but in a sense the situation existing now in the Corps is similar to that in the Park Service during the late 1940's. With new commitments for long-term concession operations now necessary as contracts expire, this is the obvious time to review procedures on the basis of past experience and to adopt any new policies which may be considered necessary. This is being done to some extent by the Corps, and specific instances will be discussed below.

Security of investment

While a lease is in force, the concessionaire retains title to the buildings he constructs and the equipment he furnishes.^{17/} The concessionaire is thus assured of payment if the concession is sold. The interest does not extend beyond the life of the lease, and the concessionaire cannot be compensated for his improvements by the Government at expiration. Payment is, in practice, usually made if a lease expires and a successor concessionaire takes over, and in some cases, even if the lease is terminated for cause.

Leases may run for a term of 25 years, and if a longer term is justified "for investment or financing purposes," a clause will be written into the contract granting the concessionaire an option to renew for another 25 years. Thus, some Corps concessionaires are afforded more protection than Park Service concessionaires, but others have considerably less security. Generally, a lease is for a term "sufficient to amortize the investment"; the leases of minor concessionaires (with investment less than \$25,000) generally run for 5 years. In practice, leases are renewed, but there is no written assurance to this effect, and the "practice" is not bankable, as concessionaires often find when they seek financing.

All contracts contain a restoration clause, providing that at the termination or expiration of a lease, the concessionaire must vacate the premises and remove his property, including any buildings. As leases are generally renewed or extended, the clause has been used primarily in bankruptcy proceedings, but it is one of the points which may give pause to prospective lenders.

Franchise fees

Initially, concession contracts were handled like any other bid invitation issued by the Corps. Contracts were awarded to the qualified bidder offering the highest payment to the Government for the privilege of operating the proposed concession business. Experience proved, however, that the bids were often unrealistically high; revenues were lower than anticipated, or the concessionaire got into other financial difficulties. Not only did the concessionaire then have difficulty paying the annual rental and operating

^{17/}The contract generally states: "The lessee shall have the right, during the term of the lease, to erect such structures and to provide such equipment upon the leased premises as may be necessary to furnish the facilities and services authorized . . . , which structures and equipment shall be and remain the property of the lessee . . .".

^{15/}Flood Control Act of 1944, Public Law 534, 78th Cong.

^{16/}Figures are taken from data supplied by the Corps and from "Reservoir Recreation and Local Economic Growth." op. cit.

at the expected standard, but he could not possibly build improvements or undertake a major development program.

During the late 1940's the Corps, in its industrial leasing program, began experimenting with a divided payment, consisting of a small rental fee fixed by the Corps, plus a percentage of gross receipts which was bid; the procedure proved more satisfactory to both Government and lessee than the previous system, and higher overall rentals accrued to the Government. The same procedure was tried with concessionaire contracts. Although considered more successful than the previous bid procedure, a tendency to bid too high remained.

Some engineer districts then experimented with setting the percentage of gross payment, while asking for bids on the fixed rental sum. Other districts set both parts of the payment, and awarded the contract on the basis of factors such as experience, financial responsibility, and development plans. This latter method has been the most successful from the Corps point of view, and in 1960 it was adopted for all districts.

The fixed annual rental which major concessionaires pay the Corps is generally nominal. The percentage of annual gross revenue figure is between 1 percent and 5 percent and is based on standards set by the Corps.^{18/} Concessionaires paid about \$700,000 in franchise fees to the Corps in 1960, an amount higher than the totals paid to any other Federal agency.

Renegotiation

Under the regulations adopted in 1960, the percentage franchise fee will be subject to renegotiation every 5 years at the request of either party. This new procedure has been opposed by some Corps concessionaires, who are apprehensive that presently favorable rates will be raised. At least one conces-

^{18/}Operations are broken down into several classes, and the final payment figure is an average, based on the anticipated gross from each type of operation the concessionaire engages in:

- Class I - Sale of merchandise usually sold at a standard price with a low profit, such as gasoline, packaged food, soft drinks, candy, bait, etc. 1/2 to 1.5 percent.
- Class II - Restaurant, overnight lodging, vacation cabins. 1.5 to 2.5 percent.
- Class III - Sale of durable goods such as fishing rods, reels, cameras, boats, etc. 2.0 to 3.0 percent.
- Class IV - Equipment rental (boat and motor) and services such as boat dockage, boat repairs, guide service, etc. 3.0 to 5.0 percent.

Within the Corps there is thinking that the formula may need modification in the future, with perhaps a single figure for each activity class.

Gross income includes receipts of the concessionaire and any subconcessionaires, but excludes license fees or taxes collected for a "taxing authority."

sion loan for expansion has been refused on the basis of the provision.

Renegotiation of course cuts both ways, and initial pressure for a change in rental terms came from a number of Corps concessionaires with lower revenues than anticipated. In order to renegotiate, special legislation was necessary, and this in turn became an extremely time-consuming and unwieldy remedy. Although the Corps now requires that new leases and any extended leases include a renegotiation clause, a number of leases presently in force do not have this provision.

The renegotiated fee will be based on actual operations rather than the standards used for the initial 5 years and without reference to the 1 percent to 5 percent limitation. The Corps is now undertaking to develop a set of criteria for franchise fees, based on actual operating data.

Further inquiry into the economics of franchise fee rates is much needed in the opinion of this writer. Most Federal agencies have gradually abandoned the old profit-sharing concept, and moved toward a franchise fee based on a percentage of the gross receipts, but there is considerable variation in actual percentage rates set. There is a real need for collection and interpretation of detailed economic data on this aspect of concession operations in all Federal agencies.

Corps supervision

The Corps reserves the right to supervise concession operations closely. Rates charged the public are approved by the Corps, and directives to the field plainly indicate that rates are to be lowered if profits appear "excessive." Building design and location are subject to Corps approval, and the Corps makes regular compliance inspections of all concession facilities. In addition, the Corps operating personnel at the reservoir site keep an eye on concession operations. Final decision in cases of dispute—as for example, in setting a franchise fee under renegotiation—often rests with the Chief of Engineers.

After the execution of the contract, the Corps makes relatively few demands on its concessionaires with regard to expansion or development of some particular part of a business. There is some feeling in the Corps that this has resulted in concessionaires concentrating too much on development of only the more lucrative operations. More detailed financial data now being required of concessionaires will enable the Corps to differentiate between a concessionaire's operations. The Corps will be in a position to insist on expansion of desirable but less lucrative aspects of a business. If this is done, there will be concessionaire criticism, and possibly the Corps will find it necessary to assist in obtaining lines of credit. The Park Service has discovered that agency efforts to assist concessionaires in finding investment capital seem to go hand-in-hand with detailed programing of concessionaire development.

Role of Congress

Congress has been interested primarily in justification for the Corps recreation expenditures. Its concern with concessions has generally been limited

to remedying specific situations. Members of Congress do assist individual concessionaires who are constituents in settling particular matters, and concessionaire groups from a few of the lakes lobby effectively through their congressional representatives for changes in Corps policy or procedure. But there is generally not the same degree of interest and concern in overall policy and financing on the part of both legislative and appropriations committees as there is in the case of the Park Service.

Recent Congresses have approved bills to authorize modification of leases at specific reservoir areas.^{19/} The bills were introduced in order to alleviate situations where leases executed a number of years ago needed to be modified in the light of changing conditions, and permitted renegotiation of franchise fees, which were often considerably higher than conditions warranted. For example, the eight leases at Lake Cumberland, Kentucky, for which renegotiation authority has been sought, were executed prior to November 1, 1956, and provide for percentage franchise fees ranging from 10.75 percent to 15.375 percent, considerably above fees generally paid by Corps concessionaires.

Legislation which would grant general authority for renegotiation of franchise fees has also been introduced in a number of Congresses. The Corps has opposed bills permitting modification of all leases, and has asked that a limitation be included restricting renegotiation to leases executed prior to November 1, 1956, when bidders were offered an option to include a renegotiation provision. The Senate Committee on Public Works has approved the principle of general authority (while accepting the limitation), and the full Senate has supported this position.^{20/} It is not clear whether the House Public Works Committee will agree. A bill granting this authority has recently been approved by a subcommittee, and as of this writing is awaiting consideration by the full committee. But in 1960, when reporting the bill authorizing renegotiation of leases at the John Kerr Reservoir, the House committee firmly stated: "The committee...deems that renegotiations of individual leases concerning recreational facilities in reservoir areas...must be considered on their individual merits, and that action on H.R. 12530 will not constitute a precedent."^{21/}

Site development

Concessionaires appear to be moving gradually toward providing additional services as part of the concession agreement. These are the profitless services which the Corps usually provides, such as parking areas, access roads, and additional parking space for boat launching ramps. Some prospective concessionaires have included the services they are prepared to offer in the original bid; as franchise fees are no longer competitive, such offers may provide a factor for evaluating competing bids. The

additional services are considered important in getting customers to return year after year, and concessionaires charge them off as a business expense. The Federal Government has thus in some instances been relieved of responsibility for providing the basic access facilities, and concessionaires are assured of attractive and programed site development.

Congressional committees and the Comptroller General^{22/} have at times voiced concern over the Corps expenditures for recreation. To have the concessionaires provide some of the basic facilities is undoubtedly an effective answer to such critics. It may to some extent raise further financing difficulties, as it reinforces the long-term trend to more expensive and elaborate concessions.

Third party concessionaires

Brief mention should be made of third party concessionaires on Corps lakes.

Under special agreements, States, counties, and other governmental units may take the responsibility for recreation development at Corps reservoirs though the Corps reserves the right to supervise any third party concession contracts. The supervision varies with the experience of the intermediary agency, but it may extend, for example, to approval of the concession lease, or examination of an operator's books. The Corps' primary concern is that the concession operations be consistent with the overall development plans for the reservoir, and that "reasonable" rates are charged the public. Problems of financing are deemed to be the concern of the developing agency. Many of the limitations and concepts, which may make private investors and lenders uneasy with regard to direct Corps concessionaires, apply at least in part to third party concessions.

FOREST SERVICE

The Forest Service's public service concessionaires far outnumber those of other Federal agencies, as table 8 shows. The rising demand for recreation facilities is in response to the steadily increasing number of visits to the national forests; visits in 1959 increased 19 percent over 1958, and jumped by 11 million to 92,600,000 in 1960. In 1960, over 4 million visits were made to winter sports sites (largely operated by concessionaires), and there were more than 4,500,000 visits to the nearly 500 resorts.

The Service's concessionaire policies, while built in part on the experience of other Federal agencies, are primarily the result of Forest Service experience with its own concessionaires and are shaped by the overall Forest Service functions. The Service, operating under a multiple-use mandate, grants many special use permits that are unrelated to recreation. Commercial public service concessionaires in recreation constitute only a small fraction of the total number of special use permittees.

^{19/}Clark Hill Reservoir, Act of July 11, 1956, 80 Stat. 521;
Lake Greason Reservoir, Act of July 2, 1958, 72 Stat. 294;
John H. Kerr Reservoir, Public Law 86 - 718.

^{20/}S. 48 was passed by the Senate on June 12, 1961.

^{21/}House Report 1828 on H. R. 12530, 86th Cong., 2nd Sess.

^{22/}Report to the Congress of the United States, "Review of Operation, Maintenance, and Administration of Recreation Facilities at Reservoir Projects, Corps of Engineers (Civil Functions), Department of the Army," by the Comptroller General of the United States, January 1956, mimeographed.

The Forest Service classifies potential public service areas, but the determination is not necessarily hard and fast, and private investors may make the initial move by applying for a special use permit. If the Service determines that the proposed use is in the long-range public interest, the permit may be issued. The Service itself feels that too many marginal or indeed, submarginal, operations have resulted from incomplete appraisal of proposals. It now scrutinizes proposed plans more carefully than in the past.

Table 9 Special use fees paid to Forest Service

Type of Operation ^{1/}	Dollars (Rounded to nearest thousand)
Resorts ^{2/}	\$138,000
Winter sports	100,000
Wharfs, boats, boat docks, marinas	11,000
Packer stations ^{3/}	6,000
Stores ^{4/}	17,000
All other	39,000
Total	311,000

^{1/}Operations are generally treated as a unit for purpose of determining the fee, and classified according to primary purpose. Resorts, for example, may include lodging accommodations, meals, souvenir sales, boat rental, and other miscellaneous services.

^{2/}Includes motels and trailer lodges.

^{3/}In some instances, includes the grazing use fee.

^{4/}Includes commercial garage and service station permits reported as recreation related.

Source: Forest Service Records.

Concessions range from the very small to the very elaborate, including complete resort facilities requiring a large capital investment. In recent years, the boom in skiing has resulted in sizable investments in ski lifts and other winter sports facilities. Most of the concessions are developed entirely on national forest land; some few, especially ski areas, may be developed partly on public and partly on private land. In such cases, the lifts and trails are usually on land under permit from the Forest Service, and the central lodge buildings are constructed on private land at the bottom of the slopes. This type of mixed development results in a grey area of administrative responsibility, and a somewhat more complicated financing picture. It is further complicated when the State assists in the construction of access roads, as has been done in some instances.

In general, the Forest Service has not become involved in the investment problems of its concessionaires. The prospective concession operators are generally expected to have the financial resources and the management ability to undertake a step by step development plan. The plan is agreed to at the time the permit is issued. Unlike the Park Service, the Forest Service has not made a practice of asking its concessionaires to undertake new programs. However, during the past 3 years the Forest Service has undertaken the National Forest Recreation Survey

to inventory all potential recreation sites. From this inventory there will be prepared plans for development.

"Operation Outdoors," the 5-year development program launched in 1957, and the subsequent "Program for the National Forests," are concerned primarily with the rehabilitation and construction of the noncommercial basic recreation facilities by the Forest Service. Private investors are encouraged to develop the public service facilities needed, but development requirements for existing concessionaires have not been programed as they have been under the Park Service's Mission 66. The Forest Service does not build concession-type recreation facilities, although it does own a few which have been acquired as a result of transfer or similar "historical accident." Many of these stem from the days of the Works Progress Administration and the Civilian Conservation Corps. Facilities owned range from the resort-type facility typified by Timberline Lodge at Mount Hood, Oregon, to small bathhouses.

It is possible that in the future, as demand for specific services and facilities increases, the Forest Service may become more involved in both concession development programs and accompanying investment needs. In addition, the proposals of other agencies may affect this. The Park Service, for example, in proposing that overnight lodging accommodations be removed from the Paradise Valley area at Mount Rainier National Park, has suggested a site now in the Snoqualmie National Forest.

From the foregoing brief survey, it is clear that concessions operations in national forests usually are freer to develop without the close direction given those in national parks, or even around Corps reservoirs. There is also less of a cooperative agency-concessionaire approach to meeting the public's recreation needs or financing necessary development.

Lease terms

Though term permits may be issued for a maximum of 30 years, they are generally issued for 20 years or less unless a quite substantial investment is contemplated. The Service also issues a revocable permit when no substantial investment is necessary. A term permit, rather than a revocable permit, is issued so that an investor may be assured of an opportunity to amortize the facility. The Forest Service recognizes no possessory interest rights which extend beyond the lease term, and a restoration clause, similar to that in Corps of Engineers leases, is included in all permits. Some other governmental units do, however, use a possessory interest concept with regard to Forest Service permittees. California counties, for example, tax permittees specifically on the basis of their possessory interest.

The concessionaire's interest in his improvements is recognized by the Service during the term of the permit. If a determination is made that a term permit should be canceled because of higher priority demand on the land, notice is given and the concessionaire is paid for his improvements, generally at their appraised value. In practice, permits are seldom canceled, but in a few cases this procedure has been used. The Forest Service does not guarantee concessionaires a preferential right to renew permits,

but the opportunity to renew is usually offered. If substantial construction is undertaken, a new permit is generally granted.

Franchise fees

The franchise fee for large concessionaires is based on a percentage of the gross receipts, or, in Forest Service terminology, on net sales plus other income.^{23/} The concession is generally treated as a unit for purposes of determining the fee, and is classified according to its primary purpose, e.g., as a resort although meals and souvenirs may also be sold. The Service uses a fee schedule as minimums, but in many cases competitive bidding on the fee is the important guideline element in determining the final figure. The schedule ranges from .5 percent to 1.5 percent. There is, however, a wider range of fees in use. Most are about 1 percent to 2 percent, but some are as high as 15 percent. The Service has never used a profit-sharing fee system and there is some feeling within the Service that such a system is impractical. In the past, concessionaires were charged a flat fee only, but the Service considers the present system more equitable to both parties.

Under the Granger-Thye Act of 1950, the Forest Service may issue term permits for operation of facilities it owns, such as Timberline Lodge. Permits of this type are often for the full 30 years authorized, and the franchise fee may be paid in part or in full through maintenance or reconditioning work by the permittee. The legislation is based on the theory that the permittee will find it necessary to make a substantial investment in maintenance, equipment, and furnishings, and that long-term security is therefore needed. It is unusual in recreation to find a concessionaire operating a Government facility, whether Federal or State owned, under such a long contract. Most recreation administrators favor much shorter terms.

The Service is not bound by legislative requirements to provide free camping facilities. It has leased some 50 campgrounds to concessionaires for operation. It had previously experimented with operating campgrounds itself under a system of user fees.

Government supervision

According to the terms of the permits, the supervision exercised by the Forest Service is very similar to that of the Park Service and the Corps. The Forest Service reserves the right to regulate rates, approve development and construction plans, and audit records. In practice, as already noted, there is less programing and supervision than in the case of Park Service and

Corps concessions, though this may vary by areas. The Forest Service's primary concern is that a public need exists, and that safety and health standards are met. Beyond this—if, for example, a concessionaire wants to build more elaborately than the Forest Service considers the traffic will bear—the Service advises of its point of view but will not necessarily disapprove development plans.

A renegotiation clause is generally included in all permits, and franchise fees are renegotiated at 5-year intervals. In case of dispute over the renegotiated rate, the determination of the Secretary of Agriculture is final.

Role of Congress

Congress has affected Forest Service concessions operation primarily through legislation on the terms of the special use permits. Authority for more flexible provisions was granted earlier and with apparently less agitation, than was the case with the Park Service. One of the principal arguments in favor of the bill authorizing a 30-year statutory limit on Park Service concessions leases was that the Forest Service already had this authority.

Cooperation with other Federal agencies

Brief mention should be made of coordination with other agencies. The Forest Service cooperates at the regional level with the Corps of Engineers and the Bureau of Reclamation in development for recreation purposes if reservoirs of these agencies are bordered by national forests. The Forest Service generally administers recreation facilities on national forest land in such situations.

There is also cooperation with the National Park Service in determining the need for development and other aspects of concession operation in those areas where national forest land adjoins the national parks.

Although Forest Service concessions history is free of much of the conflict which has beset the Park Service, concessionaires do not apparently have the same degree of legally guaranteed protection. Investments are generally made because the operation is attractive as a commercial venture which is expected to pay off well over the term of the lease. If, in the future, the Forest Service develops an overall recreation development program which includes new concessionaires and also expansion of existing sites, it may be that further modification in lease terms will have to be made in order to attract the needed capital.

BUREAU OF SPORT FISHERIES AND WILDLIFE

There is a lack of clear statutory authority for Bureau recreation activities, and this has without doubt affected concessionaire development. The Bureau, for example, has been slow to establish fixed policies with regard to contract terms and concession operations, although it is now moving to firm up procedures. The number of concessionaires is small: About 40 contracts authorizing commercial public

^{23/}Net sales are defined as "the gross amounts derived from all sources of the business conducted on the permitted area, or connected therewith" minus some few tax or refund items. Other income covers, for example, any rentals received from subconcessionaires. The fee schedule used is:

0.5 percent — Standard priced goods with a low markup;
1.0 percent — Resort-type operations and goods with a high markup;
1.5 percent — Service operations such as ski lifts, restaurants, boat or equipment rental.

service operations are presently in force. But the type of concession is remarkably varied, ranging from small boating facilities catering to a few fishermen to a multimillion dollar resort recently built at Lake Havasu, Arizona. Most of the concession facilities are built, owned, and operated by concessionaires, but the Bureau owns two small concession buildings in the West, has recently closed one in the East, and one has been recently constructed at the highly developed Crab Orchard Wildlife Refuge in Illinois.

The present arrangement of term leases and revocable special use permits is one indication of the Bureau's fluid concessions policies. Although a revocable special use permit is now granted only for small concession operations of a temporary nature, in practice most of the present concessions operate under this type of arrangement, and many do a sizable business each year. For those concession operations which involve a substantial investment or permanent tenancy, the Bureau is converting the arrangement from special use permits to leases. Only the concessions of a strictly temporary nature will operate under a special use permit, and if any year-to-year permanency is foreseen, a lease will be executed.

Bureau concession agreements are similar in many ways to those executed by the Park Service. A standard contract form has just recently been adopted. Existing leases do not conform to it in all details, although most of the general concepts are the same. In the future the Bureau expects to use the standard form as the basis for all concession contracts.

Although a concessionaire's possessory interest in the buildings and improvements he has constructed is not recognized as specifically as in Park Service leases, payment (figured at cost less depreciation) is assured should the concession be sold. Title is not retained by the Government, but is vested with the concessionaire. The concessionaire's interest does not, however, extend beyond the expiration date of the concession agreement. Prior to the adoption of the standard contract form, a preferential right of renewal (stated as the "right to first refusal") has generally been granted. The concessionaire is entitled, however, to a 10-year lease extension rather than a new, long-term lease. This has advantages, as the existing franchise fee is also extended, but may have disadvantages in the shorter term security granted. Contracts conforming to the new standard form will not offer an opportunity for extension, and leases will be limited to 20 years. Whether, in practice, an existing concessionaire will be able to renew his concession agreement remains to be determined; in theory, offers will be invited from all interested parties.

The franchise fee is generally based on a small fixed rental charge and a percentage of the gross revenue. A recently signed Bureau contract provides that a steadily increasing share of the gross be paid to the Government: 2 percent for the first 10 years of the contract, 4 percent for the second 10 years, and 6 percent for the 20- to 30-year period if an option to extend is exercised. Some other contracts stipulate that a larger percentage is paid to the Bureau as gross receipts increase. These arrangements are, perhaps, a modified form of profit

sharing. Other contracts provide for a fixed percentage payment over the term of the contract.

Perhaps the most far-reaching reserved powers of any Federal contract with concessionaires are included in a recent Bureau agreement:

Where the rights or privileges are granted in general terms, any disputes concerning same shall be decided by the Bureau, and the specific restrictions, conditions, and stipulations herein set forth shall not impair the general power of supervision, regulations, and control by the Bureau, the same being reserved in order to better supervise the activities of the concessionaire relative to coordinating them with the refuge's responsibility.

The standard lease form now in use more closely follows practice of the Park Service and reads:

The concessioner...shall observe...all orders and regulations relating to the administration and management of the _____ National Wildlife Refuge or the operations of the concessioner as may be presently in effect or promulgated from time to time during the period of this agreement.

For both, any "reasonable written instruction" of the refuge manager must also be complied with.

One can only conclude that the investment opportunities are not particularly attractive at present, and that this situation will prevail until firm policies are established for concessions operations in areas under Bureau jurisdiction. It may be significant that one of the largest investments made under Bureau contract in recent years has been by a company with a major interest in powerboat motors; unless the lease is renewed at the end of 20 years, it is unlikely that the initial investment will be recovered.

BUREAU OF RECLAMATION

The reclamation story is significant chiefly with regard to third-party concessionaires and because recreation development is achieved primarily through cooperation with other agencies. The Bureau contracts directly with only two concession operators. This situation is primarily determined by the legislation governing reclamation projects, for except in specific instances, the Bureau does not have authority to construct recreation facilities or to develop an area. Responsibility thus falls to other governmental agencies at the Federal, State and local levels.

At the Federal level, the Park Service, the Forest Service, and the Bureau of Sport Fisheries and Wildlife administer concessions on reservoirs constructed by the Bureau of Reclamation. In each case, concessionaires are governed by the policies of the administering agency.

The Park Service also acts as agent for the Bureau of Reclamation in contracting with State and local agencies for recreation development. The Bureau then executes the agreement with the Park Service concurrence. Here Bureau policies toward concession operations become important, for under the terms of the agreements, the Bureau works out standards and regulations which third-party concessionaires must meet. The Bureau may also supervise third-party concession operations, and in

cooperation with the administering agency makes regular inspections to check on compliance.

The Bureau is moving toward recognition of a concessionaire's possessory interest. Until recently, most concession operations on Bureau reservoirs did not require substantial investment, and there was little loss if a lease was terminated and improvements needed to be salvaged. However, there are now projected developments in the \$2 million class, and these would not be sufficiently protected under the traditional concept. There has already been some difficulty in interesting prospective investors. The Bureau is well aware of the situation, and has been reviewing policies with an eye to revision.

The Bureau's arrangements with one of the concessionaires it supervises directly is an interesting one. The concession operation is situated at the dam area of a Bureau reservoir; the concessionaire also runs an information center in one of the western cities where he shows a film about the dam (supplied by the Bureau). The Bureau considers that the concessionaire performs a helpful service.

TENNESSEE VALLEY AUTHORITY

The Tennessee Valley Authority's experience and policies with regard to concessions differ considerably from those of the foregoing agencies. The sale of commercial recreation sites to private investors is perhaps the most significant departure from general government practice. The agency adopted this policy to encourage faster and more extensive development of recreation facilities, and believes that it offers more incentive and results in fewer financing problems than direct leasing. A byproduct has been a reduction in the administrative duties of the agency.

Direct concessionaires therefore no longer play a significant role in providing recreation facilities at TVA lakes. Both commercial recreation sites previously leased, and undeveloped recreation areas, have been sold, and the new policy has apparently worked well. The number of commercial recreation sites has continued to increase, as has the dollar value of the investments.^{24/}

TVA retains some degree of control over certain recreation sites, which are sold with a reversionary clause to ensure development for a specific recreation purpose. The agreement usually stipulates that certain facilities be developed, perhaps a boat marina, or a restaurant; additional facilities may be constructed, or a larger investment made than what is required by the agreement. TVA's interest lies in assuring that a public need is met.

Admittedly, these policies may be possible only for an agency thoroughly experienced in the recreation field, aware of the development and use priorities, and with a thorough knowledge of land use developed over a period of years.

^{24/}TVA has also conveyed a large part of its land area to Federal, State, and local governmental agencies. These lands may subsequently be developed for recreation, but TVA retains no responsibility for supervision, and the administering agency leases to any commercial concessionaires under its own procedures.

For those concessionaires operating under a TVA lease—TVA retains title to the lands in some instances—the chief difference in procedure lies in the area of the franchise fee. The Authority reverses the old profit-sharing concept completely, and reduces the percentage of gross receipts paid to TVA as the gross receipts increase. TVA officials believe that under this system, concessionaires will have an incentive to develop facilities and expand their businesses, and that TVA receives a fair annual rental. The percentages are fixed, and the same for all concessionaires.^{25/}

State Policies Regarding Facilities

One thing can be said of a given State's method of operating its parks and their facilities: it is almost certain to be different in some important respect from other State systems. For reasons of geography, history, and politics, State park systems vary widely in status, prestige, and even in the purposes they are expected to serve.

All State parks presumably perform the same basic function—providing outdoor recreation for their citizens. But in fact the range in size, quality, and variety is so wide that systems can be more often contrasted than compared.

ATTITUDES TOWARD CONCESSIONS

However, there is one apparent uniformity. Administrators generally seem to believe that if they had their way they would have State operation of all facilities (except possibly, restaurants) rather than have some run by concessionaires.

There are a number of reasons for this. One, of course, is that a unified operation eliminates the friction that frequently arises from contracting out a service to an entrepreneur. The concessionaire may have ideals of public service as high as that of the public official; but differences are bound to arise from the fact that the concessionaire may have a different idea of the best way to conduct his business. And he may have a contract that permits him to do many things his way.

Then there is the additional fact that the concessionaire is in business primarily to make a profit for himself, a motivation that is often inconsistent with the function of the public official. Even in States where the goal is a business-like operation, the most expected is for the system as a whole to break even—an objective that is rarely attained.

By and large, in most States, the role of the concessionaire is apt to have been fixed during the early years of building a park system. Patterns and policies evolved during the formative years are apt to be accepted as the norm, and also considered to be good. The way a park system has operated over the years tends to condition the public's attitude as to what is

^{25/3} percent of the first \$20,000 of total gross income;
2 percent of the next \$10,000 of gross; and
1 percent of total gross income above \$30,000.

Some small boat docks offering very limited services operate under revocable licenses and pay a flat annual rental of \$25 per thousand dollars of gross income.

desirable or acceptable or tolerable in the way of park facilities, park standards of operation, and park growth.

In some States, such as New York, any hint of commercialism would be considered out of place and probably would be denounced by the public and the press as a degradation of a unique public asset. In other States, such as New Hampshire and West Virginia, the public is accustomed to a more commercial operation, and in fact, may take some pride in this, whether the commercialism is exhibited in a State or a concession operation. There is approval in such States of the "pay your own way" principle for parks.

There are States where the expansion of lodges and dining rooms is at the heart of the capital investment program, equally as important as the expansion of such day-use facilities as picnic areas or beaches. In other States, there are flat prohibitions in the law against investment of tax dollars in lodges or inns.

The difference in official attitudes is likely to stem from the political strength and position taken by private suppliers of food and lodging. Motel and hotel operators, for instance, are apt to regard publicly owned lodges as competitors. If the State owns no lodges, then the private industry likes it that way. If the State operates some lodges, the private innkeeper and motelman are apt to resist State expansion of such facilities.

Some motelmen, and many State officials, contend that State lodges and dining rooms act as business stimulants for the area, including the private room-and-board industry that becomes a satellite of a State park. But those who hold this view seem to be outnumbered by those who feel that investment now in accommodations of this sort is not the best use of a State's limited recreation budget.

However, in opening up new recreation areas, overnight accommodations and dining facilities in the park may be considered essential to the park's development. If public funds are not available, then concessionaire investments may be the only alternative.

The political forces that initiated a State's park system are apt to have fixed the basic pattern that prevails in a given State today. Thus, Governor Alfred E. Smith and Robert Moses, State Park Director, led the way in creating New York's approach to its parks, making it a unique system—but so is the park operation of New Hampshire, California, or any other State unique.

Many States view their parks as serving primarily their own citizens' needs for recreation. Other States give equal importance to the economic exploitation of their lakes, mountains, and scenic attractions. As leisure-time travel increases, more States become keen to compete for the trade of the tourist and vacationer.

New Hampshire, for example, has a long history of catering to summer tourists and vacationers. More recently, it has invested heavily in developing winter ski facilities involving substantial sums and large risks. These have strengthened the State's economy by stimulating winter visitors who are the support of hundreds of small enterprises based on the winter vacationer and skier. It seems doubtful that private funds could have been found to develop, on a risk

basis, the substantial investments in lifts that have now become as much of a State resource as a mountain or a lake.

Kentucky is trying to lift itself by its own bootstraps by investing in a wide variety of recreation facilities—lodges, cabins, boat docks, golf courses, swimming pools—to tempt tourists into the State and hold them there. West Virginia made its start toward the same goal in the mid-1950's with its revenue bond issue.

The political element

Political factors work in diverse ways. In one State it would be politically unthinkable to suggest what is commonplace for its next-door neighbor. In some States short-term concessionaire contracts of considerable value change hands regularly as the political coloration of the statehouse changes. It is accepted that concessions are awarded to friends of the administration that is "in"; concessionaires who signed contracts with the "outs" are out when their contract expires.

In other park operations, political considerations may enter to a degree, but are really of secondary importance in negotiations leading to the award of a long-term contract or in renewing a contract that is about to expire.

Public operation of a park system can be either political or largely nonpolitical. A frequent key to largely nonpolitical operation is an independent commission to act as a buffer between the park system and the powers that be in the State capital.

Even in States where patronage is taken as a matter of course in the management of facilities, it is possible to maintain an efficient system of administration and budget control.

One important key to a taut park system is the publication—or at least the availability—of comprehensive and uniform annual reports based on commonly accepted accounting practices. Lack of such information makes it impossible for discussions of park needs and operations to be meaningful. The presence of such information gives professional park administrators a powerful means of measuring the performance of political appointees, and thus indirectly leads to a better class of appointee.

TRENDS IN STATE PARK FACILITIES

A 1960 study by the National Park Service ^{26/} provides an excellent means of noting trends in State parks, as compared with 1955 when a similar report was made.

Since 1955 the following changes have occurred:

		Percent increase
Total number of areas	2,589	+28
Total acreage	5,497,278	+8
Number of lodges	82	+28
Number of cabins	3,801	+15
Individual campsites	56,321	+60
Group camps	322	+5
Restaurants	194	+29
Refreshment stands	957	+21

^{26/}"State Parks, Areas, Acreages, and Accommodations," National Park Service, 1960.

Taking all overnight accommodations into account—lodges, cabins, tent and trailer sites, and group camps—the increase during the 5-year period was 45 percent. A total overnight capacity in State parks of 282,943 persons was estimated for 1960, also a rise of 45 percent. In 1955 there were 64 lodges with a capacity of 3,884; in 1960 there were 82 with a capacity of 4,526. The 25 States reporting lodges or hotels were led by Indiana with nine, followed by Tennessee with eight, West Virginia with seven, Oklahoma with six, and Kentucky with six.

Cabins are provided by all but 11 States. In capacity, New York was the leader with 3,092, followed by Oklahoma with 1,852, Kentucky with 940, Pennsylvania with 866, West Virginia with 735, Ohio with 696, and Mississippi with 644.

The 60 percent rise noted in campsites was led by Arkansas, Texas, Oklahoma, Idaho, Florida, and Alabama. Michigan led in the number of campsites with 7,853, followed closely by New York with 7,278.

Table 10 reprinted from the same Park Service study, shows trends in a number of State park operations since 1946. Of special interest is the sharp rise in revenue from entrance and parking fees. It will also be noted that whereas revenue from operated facilities had increased to 750.2 in 1959 (1946 equals 100), revenue from concessions had risen only about half as much. This reflects the continuing preference of State park officials for direct operations. Unfortunately, however, it tells us nothing about the real

earning capacity of the direct operations, as the only basis of comparison is gross revenue. This is another instance of the great need for more meaningful State park statistics.

There seems to be little prospect of a major demand for private capital for State park facilities in the immediate future. Yet ever-increasing recreation roles are being assumed by States. Some of the necessary funds will be found in the general tax revenues of the States themselves. Other funds would be forthcoming if the Federal Government should adopt a system of grants for State recreation development, as has been suggested.

In the relentless pressure for additional funds which clearly lies ahead, the revenue bond method may appeal to some States. It is worth serious consideration in those States where the State park administrators, the Governor, and the legislature are prepared to follow a course of financial prudence, selecting development sites with care and adopting a feasible repayment schedule. West Virginia has shown what can be done along these lines.

Over the long run, it is not inconceivable that the concession system, with its proved power of drawing private capital into public recreation, will rise in the esteem of State park administrators. Such a trend is already a possibility in California. The tremendous expansion of the concession system over the past decade around Corps of Engineer reservoirs and in national forests may contain useful lessons for the

Table 10 Trends in State park operations, 1946-59

[1946 = 100]

Item	1946	1955	1957	1959
Expenditures (total)	100.0	356.7	479.2	571.5
Salaries and wages	100.0	408.1	501.2	603.8
Supplies and equipment	100.0	359.5	435.9	549.9
Lands	100.0	172.4	150.0	462.9
Improvements	100.0	663.9	1194.9	973.7
Funds available for expenditure (total)	100.0	333.5	599.1	672.8
Appropriations	100.0	253.4	521.5	381.2
Other funds available for expenditure	100.0	716.1	921.1	2056.0
Revenue from operations (total)	100.0	335.6	388.2	504.4
Operated facilities	100.0	473.8	592.2	730.2
Concessions	100.0	306.1	352.9	382.5
Entrance and parking fees	100.0	883.1	893.7	1065.9
Other	100.0	417.3	151.6	597.2
Attendance (total)	100.0	198.0	234.3	275.9
Day visitors	100.0	190.2	227.0	266.8
Total overnight visitors	100.0	352.2	474.6	571.6
Cabins and hotel-guest days	100.0	145.5	169.5	179.4
Organized camps-camper days	100.0	169.5	220.7	209.4
Tent and trailer camps-camper days	100.0	725.1	1001.9	1301.7
Number of employees (total)	100.0	205.1	232.2	250.9
Year-round employees	100.0	204.2	227.4	251.4
Seasonal employees	100.0	205.7	235.6	250.7
Number of areas (total)	100.0	132.8	144.7	158.9
Number of acres (total)	100.0	109.7	113.2	122.6

Source: State Park Statistics, 1959, compiled by National Park Service.

States. These new concessions are for the most part, of moderate size and of a type that could be adapted to many State park needs.

The experience of the TVA, with its device of selling land to private developers but under a rever-

sionary clause that assures its use for a specific recreation purpose, might also be explored by some States.

PARK SERVICE AND FOREST SERVICE CONCESSIONAIRES

(NOTE.—The following case studies afford examples of a large profitable concession, a large unprofitable one, one under Government ownership and private operation, and one successful and one as yet unsuccessful on the same site.)

Glacier National Park

Glacier National Park lies astride the Continental Divide in northwestern Montana. Its nearly 1,600 square miles encompass some of the most dramatic and beautiful mountain scenery in America. The park adjoins Canada's Waterton Lakes National Park. The two parks have close ties and are known jointly as the Waterton-Glacier International Peace Park. Visitors to either of the parks commonly cross the border to enjoy the other.

It is often cited as an example of the harmonious border relations between the United States and Canada. The park was established in 1910.^{1/} There were considerable private holdings in the park when it was established and these have remained to be something of an administrative problem. In 1932, the park gained its international status as a result of a Presidential proclamation following action by Congress and the Canadian Parliament. In 1933, the completion of the Going-to-the-Sun Road across Logan Pass transformed the park from what was in effect two separate units on either side of the Continental Divide into a single park.

The principal attractions are the rugged mountain peaks, beautiful lakes, and glaciers which give the park its name. Wildlife and wild flowers also add greatly to its allure. Much of Glacier's beauty can be seen from good roads, but the park also includes one of the major wilderness areas of the National Park System. Some of the most rewarding vistas can be seen only from trails accessible by horseback or foot. There is considerable but not extensive use of these trails.

The park is one of the northernmost and one of the highest in elevation in the National Park System, and consequently its season is one of the shortest. The season is from June 15 to early September. This year the major hotels are operating from June 15 to September 6. There is some use prior to and after these dates, but Logan Pass over the Continental Divide is not cleared of snow until the first week in June and this is sometimes achieved with considerable difficulty. Heaviest visitation is in July and August.

Glacier is not located near any major centers of population. It is over 600 miles from the Seattle-Tacoma area, the closest major metropolitan region. The Montana cities of Great Falls, Missoula, Helena, and Butte are reasonably close, but these are well under 100,000 in population. Western Montana, northern Idaho, and eastern Washington are a source of visitors but do not have the population concentrations which generate heavy day or weekend use in other

parks. A survey in the summer of 1951 reported 23.3 percent of the visitation from Montana ^{2/} but this percentage has probably decreased as visitation has increased. There is considerable visitation from Canada — 16.6 percent by the 1951 survey.

The park was reached largely by railroad in its early days. It is located on the main east-west line of the Great Northern Railroad, and the facilities in the park were developed by the railroad as an adjunct to its passenger business shortly after the turn of the century. In 1911 the Great Northern reported 3,227 guests in its hotel operation in the park.^{3/} Increased automobile traffic has diminished the importance of railroad passenger visitors, but they are still important to the four hotels operated by the major concessionaire in the park.

Automobile traffic is becoming increasingly important, however, and the park is following the trend to the family group in an automobile as the basic visitor unit. There are some bus tours which enter the park. Air travel is not significant.

Outside the park there are overnight facilities close to the major entrances; however, these are not developed as extensively as those at some other parks such as Yellowstone. This is probably due to the importance of rail travel in the past and the lower visitation figures. There has been considerable development in recent years and as visitation increases, doubtlessly outside facilities will also.

There are also commercial motels on private holdings within the park. Adjacent to the rusticly beautiful Lake McDonald Hotel, owned by the Government and operated by the concessionaire, there are two neon-lit private developments within the park boundaries but beyond the supervisory arm of the Park Service.

At the east entrance to the park a considerable operation has been developed by one entrepreneur. There are several motels, service stations, a curio shop, a restaurant, and a general store. This operates in some respects like an in-the-park operation, employing about 150 college students for the summer and housing and feeding them on the premises. But, of course, it is not supervised by the Park Service. Figures are not available, but from external evidence and hearsay, it would appear that this operation is thriving.

The general appearance and tone of the out-of-the-park operation differ from those in the park. Their rates are comparable to those in the park. However, they offer more of the lower priced accommodations—a basic motel unit without frills. This would appear to be the accommodation most in demand.

^{2/}"Glacier National Park Tourist Survey," U.S. Department of the Interior, 1951.

^{3/}John Ise, "Our National Park Policy," The Johns Hopkins Press, Baltimore, 1961, p. 179.

^{1/}36 Stat. 354, 61st Cong., 1st Session.

The railroad end

From its inception as a national park until January of 1961, the major concession within the park was operated by the Great Northern Railroad. The park provided a logical, convenient, and attractive stopping point on a transcontinental rail tour. Package tours are sold which include rail transportation, hotel accommodations, and guided park bus tours within the park which stop overnight at the various hotels. The tours are popular with older people, particularly women, who do not wish to undertake the considerable driving involved to reach the park by automobile. The passengers customarily detrain at East Glacier Station and walk several hundred yards through a garden to the Park Lodge Hotel. From the hotel, buses carry tours to the other hotel units. These tours range from 1 to 10 days and usually terminate at Lake McDonald Hotel near the west entrance where connections are made with the transcontinental train.

The concession operation is a complex designed largely to service these tours. There are four major hotels: Many Glacier, Prince of Wales, and the two mentioned above. These hotels have a combined room count of 571. The largest, Many Glacier, has 234 rooms. The Park Lodge has 178 and is used to some extent for convention business.

There are also three motel units. Two of these, Rising Sun and Swiftcurrent, are composed of a combination of modern units and older units without bath. Village Inn, at the west entrance is modern.

The concessionaire operates the Glacier Park Transport Company, which provides a bus fleet for intrapark transportation. This is used largely in conjunction with the package rail tours. There is launch service on the major lakes operated in two instances by the major concessionaire and in other instances by subconcessionaires. Horseback riding is offered by a subconcessionaire.

The major hotels provide full services including dining room, bar, and a curio shop. There are coffee shops and general stores at the motel units and several general stores located near campgrounds.

The Park Lodge is actually located on private land outside the park, but is operated in conformance to Park Service supervision as it is considered part of the concession complex. The Prince of Wales is located in Canada, in Waterton Lakes National Park, and is operated under a 42-year lease with renewal

options from the Canadian Government, but it also follows the operating patterns of the other units.

The major hotels are quite pleasant buildings in rustic style designed as first-class hotels. However, they are old—all being built before 1930. A modernization program has provided baths in every room, and modern kitchens, but the general atmosphere of the hotels is that of the classic park vacation area of an earlier era. A large part of the tour business which is important to these hotels is made up of older people who seem to enjoy this atmosphere. However, the rather formidable lobbies and traditional hotel atmosphere seem to imply high prices to the modern motoring public accustomed to motels.

Rates at the hotels are not economy class. Rooms are divided into first class and deluxe accommodations. Standard rates for all the hotels are:

	Single	Double	Three
First class	\$10.50	\$17.00	\$19.50
Deluxe	14.00	24.00	30.00

Meals at the hotels are priced both at a fixed rate and a la carte. They average \$1.75 for breakfast, \$2.40 for lunch, and \$3.50 for dinner.

The modern motel unit prices are comparable to those across the country. The older units without bath are inexpensive. Meals are available at coffee shops at the motel units at moderate prices. However, there is a total of only 180 motel units in the concession operation.

In January of 1961, a new concessionaire assumed operation of the Glacier complex. The Great Northern Railroad sold its interest to Glacier Park Incorporated, a company headed by Don Hummel. The Park Service granted Hummel a contract to operate the assets which he bought from the railroad.

This may mark a major turn in the concession history of Glacier. Hummel has been the concessionaire in Lassen Park for some years and his Lassen Park Company in turn operates the Government-owned hotel in Mount McKinley Park in Alaska. Hummel also operates dude ranches in Arizona. In his spare time he manages to be Mayor of Tucson, Arizona, and the President of the American Municipal League.

Put mildly, the situation which the new operating company faces is a challenging one. The following selected figures from the reports of the previous concessionaire to the Park Service set out this challenge most eloquently:

Table 11 Selected income and expense figures for Glacier National Park Company

Year	Income	Net profit or loss
1960	\$1,691,155	\$-311,190
1959	1,467,897	-578,175
1958	1,189,435	-588,034
1957	1,116,739	-431,344
1956	1,018,937	-319,246
1955	914,534	-128,093
1950	809,194	-175,792
1940	408,410	- 71,208

Selected income and expense figures for Glacier
National Park Company—Continued

Year	Total Assets	Current liabilities	Fixed liabilities	Surplus
1959 . . .	\$2,945,597	\$230,568	\$5,482,228	\$ -4,743,581
1958 . . .	2,401,972	258,648	4,808,730	-4,165,406
1957 . . .	2,128,975	304,908	4,034,532	-3,710,465
1956 . . .	1,363,501	-----	3,147,490 (total)	-3,283,989
1955 . . .	1,188,504	-----	2,653,247 (total)	-2,964,742
1950 . . .	546,748	-----	1,268,956 (total)	-2,222,208
1940 . . .	3,025,313	146,543	1,941,799	- 563,029

The losses of the Glacier operation over the years have been underwritten by the parent company, the Great Northern Railroad. Advances to the park company have totaled over \$5 million. The operation has experienced a general increase in sales as park visitation and prices have increased over the years, but this has only resulted in a greater loss.

The railroad was understandably unhappy with this situation for some years. In 1958, it retained a hotel management firm to operate the concession, but as the income and expense figures indicate, this did not ameliorate the situation.

Within the limits of this study, it is not possible to analyze the causes of the sustained loss. The perennial nemesis of concession operation, the short season, which is particularly brutal in Glacier, is a major cause. High maintenance and modernization costs are another.

In addition, there is some evidence that the Glacier operation suffered to some extent from its status as a subsidiary of the railroad. Without a detailed examination, it is difficult to pinpoint specifics, but in some instances there does appear to be an indication of unusually high operating costs.

The operation was motivated in some measure by noneconomic factors—at least factors not economic to this particular business. The railroad management has historically been interested in conserving and developing the park as a public service and it has, of course, been interested in the park as a source of passenger traffic. The latter motivation was more cogent in the past when passenger service was a more profitable element of railroad business.

These noneconomic motives and the practice of advancing funds to the park operations from the parent company put the previous concessionaire operation in a special category of concession financing. It may be of only historical import for it does not seem likely that railroads will seek to promote travel attractions in this day of vanishing passenger service.

Present day test case

Glacier Park Incorporated, the new company, represents the more prevalent concessionaire situation. At the outset, it must be said that the acquisition of the assets of the old concession was not without non-business considerations. Hummel points out that the railroad probably could have gotten more for its assets in the park. The railroad was apparently motivated by its long-term interest in the public service and passenger promotion aspects. The sale to a

corporation headed and largely owned by Hummel, a concessionaire who has profitably operated in the public interest, offered the railroad assurance that these long-term interests would be protected. Without these factors, the new corporation would have experienced a great deal more difficulty in making the purchase.^{4/}

The new concessionaire is now faced with operation of a plant which was designed for the trade of the past generation and which has been losing about half a million dollars a year. The new owners, while public spirited, have embarked upon this as a profit-making venture. The fact that successful and knowledgeable businessmen are undertaking such a venture is a ray of light in the concession picture. This will be an excellent test case of the possibility of employing modern management to an old concession plant with a discouraging balance sheet.

The confidence of the new management appears to be based chiefly on two factors—increased business and their ability to reduce operating costs. There is reason to believe that this confidence is well placed. With its outstanding attractions, Glacier should enjoy its share of the increased park visitation which is generally predicted. Indeed, if highway travel becomes even easier, Glacier may experience a faster rate of visitor growth than other parks. Due to its relatively remote location, it has heretofore not received the attention its attractions merit.

The new company has begun reducing costs. Hotel accountants have been engaged to revamp the old system tied to railroad accounting procedures. Some payroll economies have been effected and others are in the offing. This season will be one of change.

The hotels have enjoyed high occupancy rates generated in good measure by package tour business. This business may well continue to be good as older people with disposable income grow in number.

However, the basic design of the plant for tourists of an earlier era is a serious handicap for modern efficient operation.

The major future market for the concessionaire will undoubtedly be the family traveling in an automobile. The new company will first seek to lure this market into its hotels. Informality is being stressed, a la carte menus are being added, and the sport-shirted tourist with wife in slacks is

^{4/}The following assessments of the prospects of the concession operation in Glacier are based on an interview with Mr. Don Hummel, President of Glacier Park Incorporated, held June 11-12 at the Park, and upon the observations of the author.

generally being made more welcome in the rather imposing lobbies of the hotels. This not only helps to sell rooms but brings more customers into the souvenir shops which are an important element in the profit picture.

If the motoring market is to be tapped fully, however, facilities must be designed for it. The motoring public wants a relatively low-priced motel accommodation without frills but with modern conveniences. The two double bed unit which can be used for a family of four is the basic sales unit for this market. Moderate priced eating accommodations must also be available. The average potential customer with a family of four simply will not spend \$34 for two double rooms and another \$30 per day for food.

The new management is very much aware of this situation, but there are difficulties involved in modernizing to meet the motoring market. The company cannot expand its motel facilities only to find its considerable hotel space empty.

Expansion raises squarely the financing problem. Hummel is convinced that conventional mortgage or term loans are most unlikely. He cites the short season, lack of full title to the property, possibility of arbitrary action by the administering agency, and the single purpose of the structures as obstacles to this type of financing. These factors combine to make loans to concession operators unattractive for the institutional investor and give it a very low priority in the competition for investment capital.

Under existing conditions the new company feels that expansion capital can come only from retained earnings or depreciation. If the company develops an attractive profit history, there is a possibility of term loans. But, in the experience of the railroad, this is not an immediate prospect. Future expansion for Glacier is at present tied directly to the possibility of improving the retained earnings picture. It will take some years to build a profit history that will attract institutional capital.

The new Glacier Park concessionaire operation is an excellent test case of the possibility of successful operation of private capital in the National Park System. All the disadvantages are here—extremely short season, old plant, high construction costs. And most of the advantages are also present—experienced and dedicated management, adequate if not generous financing, and prospect for growth. If over the coming years Glacier Park Incorporated can create enough cash flow to modernize its plant to meet the changing needs of the traveling public at a profit, it will be a most encouraging straw in the rather treacherous winds of the concessionaire business.

Mount Rainier National Park

Mount Rainier is located in south central Washington, approximately 60 miles southeast of Seattle. The park contains almost 380 square miles and is 24 miles across at its widest point. The mountain itself occupies about one-fourth of the area of the park.

The park was established by an Act of Congress in 1899. It had been an attraction of great interest for some time. The first white man entered what is now

the park in 1833. The first successful climb of the mountain was achieved in 1870. The first automobile fought its way to Paradise Valley in 1915, inaugurating a trend which has mushroomed through the years. The road to Sunrise on the northern slope of the mountain was completed in 1931, and in 1957 the Stevens Canyon Road at the southeast entrance was finished.

The principal attraction is the mountain. Although not the highest peak in the 48 contiguous States, its beauty, size, and symmetry give it an almost emotional attraction. It is an ever-changing phenomenon viewed from different points or in different lighting. Twenty-six glaciers cover 40 square miles of its slopes. Beautiful, diverse, and unusual wild flowers cover the meadows as the snows recede in the early summer. Wildlife and luxurious timber complete the scene to near perfection.

The upper reaches of the mountain are open for an extremely short season. Paradise Valley, the most popular site, is not used for overnight accommodations until late June. The road to Sunrise is not opened until the middle of June. Paradise Valley, at 6,000 feet, receives an average annual snowfall of 20 feet, and the road there is kept open with difficulty. The high-use season is only about 75 days at the peak of summer. There is some limited winter use.

Mount Rainier National Park is heavily used by the people of the Seattle-Tacoma metropolitan area. The mountain can be seen from most of this area. The local citizens have an understandingly possessive attachment for the mountain and the park, and in many respects it is used as a metropolitan recreational area. Assistant Superintendent John Rutter estimates that 80 percent of the summer and practically all of the winter use is from the metropolitan area. The vast majority are day and weekend visits.

Most of the transportation to the park is by private automobile. The road network is now excellent, offering good access to the park from four points. The road through the west side of the park is used as a major State highway. The Rainier National Park Company, the concessionaire, operates a bus service into the park which is patronized by package tours. The Gray Line operates a tour through part of the park.

There are few overnight facilities outside the park. There are scattered motels and restaurants, but no extensive development. Some efforts at establishing out-of-the-park overnight accommodations have proved unsuccessful. This is perhaps due to the high percentage of day-use, although some attribute it to the fact that the public wants to spend the night as near to the mountain as possible.

Inadequate facilities

The concessionaire in the park, Rainier National Park Company, operates Paradise Inn, a 134-room hotel; National Park Inn, an 18-unit tourist court; Sunrise camp, with no overnight accommodations; and a transport service.

Paradise Inn is an old structure designed for the hotel trade of half a century ago. Its lobbies, dining room, and public space have the charm of the classic hotel, but all agree that it leaves much to be desired

as a modern accommodation. Some rooms are still without bath and many of the rooms are below the standards the modern traveling public has come to expect.

Rates are moderate, \$11 for a double with bath. The dining room offers meals at \$1.50 for breakfast, \$2 for lunch, and \$2.75 - \$4 for dinner. There is a soda fountain in the hotel and a separate cafeteria building which offers moderate priced menus on week-ends. The company operates a gift shop in the hotel quite successfully. The Inn's chief asset is its dramatic location in Paradise Valley, with a view of the mountain that is comparable to any natural setting in the world.

National Park Inn is a small operation at Longmire near the park entrance. Only 4 of its 18 rooms have baths. A cafeteria, gift shop, and service station are operated and are the significant revenue-producing factors.

Sunrise is a small facility located on the northwest slope of the mountain. It has a cafeteria, a gift shop, and a service station, but no overnight accommodations.

The company carries on a transport service from Seattle and Tacoma. This service provides buses for the package tours which are an important source of business for Paradise Inn. It also offers a day-long trip around Mount Rainier.

Generally, the physical plant of the company is inadequate. It has a very small number of rooms in relation to its general overhead and public space. Modernization is generally needed. During the peak of the short season its rooms sell well, but the high operating costs, the small number of rooms, and the lack of variety of accommodations preclude profitable operation with amortization of investment.

Problem case

The Rainier National Park Company is the sole concessionaire within the park. Its history is perhaps an extreme example of many of the problems of private capital on public land.^{5/}

The company was organized in 1916 at the urging of Stephen Mather, the first Director of the National Park Service. Those providing the original capital did not do so from pure business motives. There was a strong element of civic service involved mixed with a desire for a profitable investment.

Paradise Inn and the other facilities were built by the company. While the business was operated as

an enterprise seeking to amortize the investment and return a profit, the investors found that their actual return was on the civic service aspect of their investment. The bugaboos of extremely short season and high maintenance and operation costs simply made a profit impossible. After World War II, it became clear that the operation would never be profitable, and the company sought to have the Government buy the facilities.

The experience of the company was summed up by then Under Secretary of the Interior Oscar Chapman in his report on the bill to buy the company:

The experience of this Department has shown that proper facilities and services necessary for the accommodation of the public in Mount Rainier National Park cannot be constructed and operated with private capital at a profit.

The Rainier National Park Company which has been under contract with this Department since 1916 to operate the concession has endeavored to operate at a profit, but during this entire period the total losses have exceeded the profits by approximately \$17,000.^{6/}

After extended consideration of the problem, Congress in 1951 authorized the purchase of the physical assets of the Rainier National Park Company for \$300,000. A prospectus inviting offers was issued in April 1953 and this company was the only applicant to respond. The sale conveyed all the properties of the company, including expendable hotel furnishings.

A contract was negotiated with the Rainier Company to operate the facilities under Government ownership. The company now has almost no physical assets with the exception of the vehicles of its transport company. The company has managed to operate in the black under this arrangement as the 1955-60 figures in the following table indicate. The 1940 and 1950 figures offer a contrast as to how the company fared in operating while owning the facility.

The operating arrangement has worked fairly well over the past decade. The general public has been served in that facilities have been provided although, as noted, these facilities leave something to be desired.

The concessionaire-agency relationship has been less harmonious than generally prevails elsewhere. The company reports that it is subject to petty harassment and cites undue delays, unreasonable supervision of operations, and a general lack of sympathy with its goals. The company points out that it has always been concerned with the good of the park and feels it should be allowed to operate with less strict supervision. On the other hand, the Park Service feels that the company has been put in an extremely favorable position by the Government purchase and lease-back of the plant and that in the light of this position the company is overly concerned with profit. Personality conflicts unfortunately contribute to this friction. Also, the relationship is more complicated due to the Government ownership of the property.

^{5/}Much of the historical background and all the opinions attributed to the company were obtained at a meeting held on June 14, 1961, in Tacoma with the following: David Whitcomb, Chairman of the Board of the company and one of the original founders; Reno Odlin, President, Puget Sound National Bank and a member of the Rainier Board; Curtis Hall, transit company official and banker and a member of the Rainier Board; Paul Sceva, President and operating head of the Rainier National Park Company; Ralph Berggren, Secretary-Treasurer and Assistant General Manager; ORRRC Commissioner Bernard L. Orell; and the author. Further discussions were held with Sceva and Berggren the following day on a visit to the Park.

^{6/}Departmental Report on H.R. 2312, 80th Cong., 2d sess., by Department of the Interior, July 15, 1947.

Table 12 Selected income and expense figures for Rainier National Park Company

Year	Income	Fee to Government	Net profit or loss
1960	\$ 548,481	\$ 4,112	\$ 16,000.00
1959	577,986	4,064	15,503.00
1958	588,594	3,978	15,491.00
1957	493,934	2,416	7,000.00
1956	460,138	3,164	5,196.00
1955	453,721	3,089	11,620.00
1950	342,532	--	-10,653.95
1940	283,540	--	- 5,448.77

Year	Income	Current liabilities	Fixed liabilities	Surplus	Capital
1960 . . .	\$ 284,820	\$ 48,070	\$ 2,341.00	\$ 25,294	\$ 200,115
1959 . . .	296,942	27,029	--	26,966	242,947
1958 . . .	297,257	27,515	--	26,795	--
1957 . . .	276,898	14,041	--	19,910	--
1956 . . .	295,562	--	27,540.29 (total)	25,075	--
1955 . . .	302,425	--	22,116.73 (total)	37,361	--
1950 . . .	235,009	--	2,760.00 (total)	20,575	205,673
1940 . . .	558,253	71,866	173,939.00	-193,746	506,195

Source: Reports of the Concessionaires to the Concession Branch, National Park Service, Department of the Interior.

The location controversy

Any consideration of the much-needed modernization and expansion of the facilities in Mount Rainier National Park must be focused upon the current controversy as to where overnight accommodations should be located. While a location issue is not usually the major factor in a discussion of financing, in this instance, it overshadows all other considerations because of the sharpness of the controversy.

The original Mission 66 proposal published in January of 1957 called for the demolition of Paradise Inn and the construction of overnight facilities at other points in the park at lower elevations where less snowfall would permit a longer season. The report declared, "Forty years of experience demonstrates the folly of trying to operate in defiance of changing travel patterns and adverse operating conditions. . . The results are reflected in operating deficits, failure to modernize, failure to attract additional investment capital, reduction of accommodation capacities, and gradual deterioration of facilities." ^{7/}

The report proposed that overnight facilities could be developed and operated by private capital as a financial success if properly located and designed for the modern traveling public. The report concluded that accommodations located at a low altitude near the park entrance could be built and operated at less cost and that, if designed as moderate-priced units, they could enjoy a good business from the increasing visitation. ^{8/}

^{7/}"Mission 66 for Mount Rainier National Park," National Park Service, Department of the Interior, mimeographed pamphlet, p. 6.

^{8/}Ibid., p. 9-10.

This plan of action is in accord with the philosophy that overnight and other facilities should not be located at the site of the primary attraction within the park. This segment of opinion feels that facilities should be located nearby where they can serve the public but where they do not detract from the natural setting which is the principal purpose of the park.

The Mission 66 plan engendered strenuous opposition. The opposition was broad based, but its position is well stated by the Rainier Company. ^{9/} The reasoning is as follows: Paradise Valley is a highlight of the park and all visitors want to go there. They do not wish to stay elsewhere in the park and drive to this principal attraction; they wish to remain overnight at the most attractive site. Staying overnight is important to seeing the mountain. During the mid-day the mountain is often obscured by clouds. Even on clear days, the more spectacular views of the mountain occur at sunset and sunrise. If visitors stayed elsewhere they would most likely not be able to conveniently arrive at these hours. Thus a day trip is simply not a satisfactory means of experiencing the mountain.

The contention that privately financed developments could operate profitably at a lower altitude is disputed. It is contended that the view of the mountain from lower points is little better than that from the Tacoma area, and that visitors would not patronize such accommodations.

In the controversy there are some areas of agreement. All agree that the present facilities in the park are badly in need of expansion and modernization. And there is agreement that private capital cannot build accommodations and operate them profitably at Paradise Valley.

^{9/}See footnote 5.

The solution proposed by those favoring the high elevation site is a hotel built by the Government or with nonprofit seeking capital and operated by private enterprise on much the same basis as the current operation. The present company says that a larger, modern, overnight facility can be furnished and operated successfully by private capital, but that building costs cannot be amortized. The company is willing to undertake operation of a new hotel, but it is also willing to step aside and allow others to do it if this would facilitate the building of a new hotel.

The issue stands unresolved. A joint resolution has been introduced in the Congress to build the hotel as a three-way joint enterprise with the Federal Government, the State of Washington, and private, nonprofit funds participating.^{10/} The Bureau of the Budget has reported unfavorably on the proposal, and there is little prospect of immediate action. Secretary Udall recently visited the park, apparently in anticipation of reviewing the Department of the Interior's position.

The proposed new hotel at Paradise is an example of a facility that cannot be built and operated by private capital. The present company had a plant built at the low costs of 1916, but could not maintain nor modernize it and break even. The original capital was raised with the strong assistance of civic spirit. Investment in the hotel was "pro bono publico" in the words of David Whitcomb, one of the original Board. Subsequent financing was effected only through the willingness of the prominent citizens on the Board to guarantee the loans.

Orthodox commercial financing is simply not a possibility for a new hotel at Paradise Valley.

The financing of low altitude accommodations is an open question. The Mission 66 program expresses confidence that the disadvantages of Paradise would be ameliorated and the operation would be financially successful. The Paradise partisans disagree, saying the public would not patronize low-level facilities.

Mount Rainier thus presents a situation of alternatives in philosophy. If a hotel is to be built at Paradise Valley it must be done with nonprofit seeking funds without expectation of repayment. The alternative is to build facilities at a lower altitude with private capital in the expectation that the investment could be amortized and a profit returned. Even this would be speculative, as the low-level accommodations would still present many of the problems facing concessionaires.

It must be pointed out, however, that the controversy over the location of facilities at Mount Rainier is not really one of concession financing philosophy but one of park esthetics. The principal issue is whether overnight facilities should be located at the point of principal attraction within the park or elsewhere nearby.

Those favoring the Paradise site seek Government financing largely because that is the only way a hotel can be built at this particular location, not from any devotion to Government ownership. Those opposing the Paradise site do not do so out of concern for the

sanctity of the free enterprise system but out of concern for the sanctity of the park system.

The decision will turn on this issue of esthetics, but either alternative will present financing problems. To build the hotel at Paradise, nonprofit funds of some type must be found, and this is always difficult. To build it elsewhere in the park, there must be private investors willing to risk the familiar hazards of short season and high construction costs which are present even at the lower altitudes.

3. Mammoth Mountain

The Mammoth Mountain Area is located in the Inyo National Forest on the east side of the Sierra Nevada Mountains in Mono County, California. It is about 320 miles northeast of Los Angeles and 360 miles southwest of San Francisco. Bishop, California, 50 miles away, is the closest town of any size.

The mountain is part of the crest of the Sierras; its snowcapped height is over 11,000 feet, and its setting is among peaks of similar altitudes. Lakes abound in the valleys of the foothills, and there are extremely beautiful Alpine meadows.

Recreation use of the Inyo Forest is intense and is considered its principal use. The 1960 estimate for day-use visitations to the Mammoth Mountain Area alone is approximately 300,000. The entire forest receives over a million visits a year.^{11/}

Visitation is almost entirely by automobile. The area is served by excellent highways from Los Angeles and good highways from San Francisco, although the winter passage from San Francisco sometimes is difficult. The largest percentage of visitation by far is from Los Angeles. In fact the Los Angeles area presently is the chief source of business for the Mammoth Mountain commercial developments—estimates run as high as 95 percent.

The area attracts both summer and winter visitors. Due to its position on the eastern slopes of the Sierras, the mountain often has excellent skiing conditions when other resort areas do not. The season for skiing is long. The first snow usually comes by the middle of October and remains until late May. The slopes are challenging, and this combined with the usually favorable snow conditions gives the area an excellent reputation among skiers.

The summer attractions are similar to those of the Lake Tahoe Area—majestic mountain scenery including snow-covered peaks, lakes, meadows, and activities usually associated with these resources such as picnicking, camping, horseback riding, and general enjoyment of the scenery. The summer climate is extremely desirable with long, sunny, moderate days, and cool nights.

The season is thus an extremely long one with only two short slack periods—one in late spring, and the other in early fall. There are numerous smaller developments in the area offering overnight accommodations, food, gas, and garage service. Some

^{11/}The general information on the Inyo Forest and Mammoth Mountain was obtained from U.S. Forest Service pamphlets on the area, from interviews with Forest Service personnel in the Inyo Forest, and the observations of the author.

^{10/}S. J. Res. 13, 87th Cong., 1st sess., by Senators Jackson and Magnuson of Washington.

are under permit from the Forest Service and others are on private holdings within the forest. Most of these operations are small, usually family-owned, employing some summer help.

The subjects of this report are the two larger operations at Mammoth Mountain—the ski facilities and Mammoth Mountain Inn. Both are under permit from the Forest Service, but are relatively new, both are large for Forest Service permits, and both are in large part the story of one man. There, however, the similarity ends.

Mammoth Mountain ski development

The Mammoth Mountain ski development began in 1948 when Dave McCoy began operating a rope tow on the mountain. There was no road to the slopes and visitors were brought in by weasel. The operation was on a year-to-year permit from the Forest Service and McCoy operated on a part-time basis almost alone. In 1953, the Forest Service determined that the area was ready for more intensive use and issued a prospectus calling for bids to operate a development, with an initial investment of \$250,000.^{12/}

There were no bidders willing to undertake the venture and the Service subsequently negotiated with McCoy to begin operation on an investment of about \$100,000. This capital was raised with some difficulty from limited assets and loans from friends and ski enthusiasts who were interested in the area.

The Forest Service granted McCoy a 25-year permit, and facilities were constructed with the aid of credit extended by the ski lift company and the considerable personal efforts of McCoy. He acted as his own contractor in the construction. The county built and maintained an all-weather road into the area, and the first season was a success.

Development has followed this pattern with a large part of the cash flow being returned to the business in the form of improvements. There are now three double chair lifts, several other lifts, a ski hop, rental shop, ski school, cafeteria, and an adequate parking lot.

Expansion was spurred by a loan from the Bank of America for \$375,000. A mortgage on the improvements was given to secure this loan. The operation also has another \$100,000 in outstanding loans, some of them secured by real property and other amounts unsecured. These are largely from personal friends of McCoy and people interested in the area.

McCoy has built an excellent staff by a policy of offering year-round employment to key personnel. They are used for maintenance work and general administrative work during the off season. McCoy's willingness to work alongside his people has helped to engender a spirit of loyalty. Additional help is hired for the peak ski season.

The business has grown from net sales of \$167,262 in 1955, to \$1,023,545 in 1960. The most profitable part of the operation is the tows. They account for

about half the gross revenues, and probably more than half the profits. The ski rentals and ski shop also contribute to the profit, and McCoy seeks to break even on the food service. The overall operation pays a fee to the Government of 1.5 percent on net sales.

One of the ski chair lifts is operated in the summer as a scenic ride. The road into Mammoth Mountain is only an access road and there is little general tourist traffic. Although as yet it has not experienced the unusual summer success some ski lifts have enjoyed as scenic attractions, the operation requires little additional expense and is almost all profit.

McCoy's relations with the Forest Service are good. On the working level, they are extremely cordial, and the Service regards him as an excellent example of a permittee working to develop an area along desirable lines. McCoy is concerned that future development of his site will be hampered by the Forest Service allowing other tows on the other side. McCoy feels good business judgment dictates that he should be allowed to develop the entire operation on the mountain. He also feels he is entitled to preference because of his pioneering effort.

The site is well located and has extremely favorable snow conditions, but the largest single factor in the success of Mammoth Mountain appears to be Dave McCoy. He was without wide business experience before this venture but he is an expert skier, a civil engineer, an extremely personable man, and a very hard worker. These attributes have enabled him to build a million dollar business from a shoestring, or rather literally from a few hundred feet of rope.

Mammoth Mountain Inn

With the success of McCoy's operation, the Forest Service determined that overnight accommodations were needed in conjunction with the ski area. In response to a prospectus issued by the Service, a corporation headed by Andrew J. Hurley agreed to build a hotel on the site. The prospectus estimated the cost to be between \$400,000 and \$500,000.^{13/}

The corporation sought to raise a little over a million dollars to finance the project on a more luxurious scale. Hurley himself supplied a large part of the original capital and the remainder came from a following he had acquired in previous successful business operations and from ski enthusiasts interested in the area. Stock and convertible debentures were issued.

Construction began in the summer of 1958 and costs immediately exceeded expectations. There were extreme difficulties in completing construction in such a remote area in one summer. Delays in arrival of materials and unforeseen additional site preparation increased costs appreciably. To meet additional costs, supplemental capital was raised through the sale of stock rights to shareholders. Hurley again was the largest participant.

^{12/}The material on the history and development of the Mammoth Mountain ski area was obtained from an interview with Dave McCoy, interviews with Forest Service personnel, and from the files of the Supervisor of the Inyo National Forest, Bishop, Calif.

^{13/}The material on the history of the Mammoth Mountain Inn was obtained from interviews with Andrew J. Hurley, President, Mammoth Mountain Inn Corporation, Robert Dietz, Manager, Mammoth Mountain Inn, Forest Service personnel, and the files of the Inyo Forest Supervisor, Bishop, Calif.

After considerable difficulty the Inn was opened for business in December of 1958. It is a modern, attractive, almost elaborate facility with 71 double rooms ranging from \$14 to \$40 a day double occupancy, European plan. There is a large dining room, seating 300, a cocktail lounge, a ski and gift shop, a swimming pool, an ice rink, and generous public space. There are also dormitory rooms available for skiers. While there is still some landscaping work to be done, the Inn is a first-class resort development which blends well with the natural area.

A bar and restaurant in a separate building were built under a sublease agreement with the hotel. This facility, called the Yodeler, proved to be more elaborate than originally planned, costing \$300,000 rather than the anticipated \$75,000. It was designed in Switzerland, many of the furnishings were made there, and Swiss craftsmen were brought over to do much of the finishing work. There have been some difficulties between the management of the two operations, and the Yodeler sought unsuccessfully to obtain a direct lease from the Forest Service rather than continuing its agreement with the Inn.

The Inn moved from its difficult construction period to even more difficult management problems. Personnel problems beset the operation, and six managers with more or less complete accompanying staffs passed through the doors during the first year. Controls and accounting procedures were inadequate and service was poor.

These operating difficulties were reflected in the balance sheet, and the Inn had difficulty meeting the demands of its creditors. In May of 1960, it filed voluntary proceedings under provisions of the Bankruptcy Act. The operation continued through the summer under the supervision of the court.

Hurley's equity and that of the other original investors were depleted by the proceedings which issued stock to creditors for debts. Additional capital was raised through a \$150,000 loan from the Small Business Administration.

On November 1, 1960, the Hull Hotel Corporation was retained to manage the property. The Hull people installed adequate controls, a new accounting system, and a complete new staff. Operating difficulties were ironed out, and the Inn enjoyed a profitable winter season.

Given favorable snow conditions, winter business will undoubtedly continue to be good. Reservation requests should well exceed capacity for weekend and holiday periods. The Inn is seeking to promote winter vacation business to fill its rooms during the week, and it is undertaking an active program to lure summer business. A full program using the swimming pool, ice rink, and other recreation facilities is being carried out to make the Inn a complete summer resort.

The company reports excellent working relations with the Forest Service. In fact, Hurley says that his difficulties would have been even more complex had he a different landlord. Financing problems were not created by the fact the hotel was built on Government land, as most of the capital was raised through equity financing rather than institutional loans and a large part of it was contributed by Hurley personally.

The Inn cannot consider immediate expansion plans due to its initial financial difficulties. Eventually, however, it is anticipated that room capacity will be increased to reap greater revenue from the basic plant. It is expected that additional equity financing will be available for this purpose if the operation enjoys several successful years.

Despite his considerable personal loss, Hurley sees a bright future for Mammoth Mountain Inn. He points out that there were unusually poor snow conditions during the first two seasons, the worst in 40 years, and that the construction and operation mistakes of the inception period are now paid for. He is confident that the long skiing season and the summer business which can be stimulated will make the operation profitable over the long run.

A contrast

Mammoth Mountain is an example of two possible patterns of privately financed facilities on public lands.

The McCoy ski operation represents the self-financing, family operation, "poor boy" approach. From almost nothing, a million dollar business has been created. This was done not only by plowing profits and depreciation back into the business but also by the labor of the entrepreneur and his family. Initially, outside capital was at a minimum, and retained cash flow was the only source of financing for the considerable expansion that took place. McCoy's construction and managerial skill brought about this expansion at a low cost, and his personality helped to attract clientele and mold an efficient staff.

The McCoy story is typical in pattern if not in scope. Many small, family-run businesses operate on permit from the Forest Service. The needs of the public are somewhat different in the forests from those in the parks. In the parks, large concentrations of people must be accommodated in relatively small areas of spectacular attraction. Smaller resorts spread over several different, perhaps equally attractive, locations are effective on the national forests, but there are few of these the size of the McCoy operation. The more representative gross is likely to be \$100,000 a year or less, and there are a good many who do not make a go of it.

The extremely favorable site, weather conditions, and quality of the operator combine to make the McCoy operation an outstanding success. However, this method of financing leaves something to be desired. The early years must be profitable, for the operator has no reserves on which to fall back if things do not go well from the start. Expansion can come only from retained earnings. If earnings are not great, or the entrepreneur chooses to take them out of the business, there is little chance of expansion or improvement. On the other hand, good service, personal hospitality, and interest are usually attractive features of these family operations and are a very real business asset.

As a generalization, however, it can be said that the family shoestring operation cannot provide the large-scale facilities that are needed in many areas for the public seeking outdoor recreation. They can

provide supplemental service in areas where the use is not intensive, but where thousands of people must be housed and fed at one time during the peak of the season this pattern cannot marshal sufficient resources to meet the need.

Mammoth Mountain Inn is an example of a large-scale operation from the outset—an original investment of \$2 million. It is encouraging to find that this kind of venture capital was available to build facilities on Government-owned land. However, it must be noted that this venture was largely brought about by the drive of one man, Hurley, who had a great faith in the particular area. He is an unusual combination—an entrepreneur with an interest in this field, considerable personal resources, and a financial following and contacts.

The Inn suffered from the inexperience of its owners in the hotel and concession business. They perhaps entered the venture on too large a scale and thus made costly mistakes. If the intimate working knowledge of the McCoy operation had been combined with the resources of the Inn there would have been a more happy result.

But despite the mistakes and misfortunes of the early period, a very real achievement has been brought about. A modern, attractive resort has been created which is designed and located to provide a needed service. With reasonable good fortune in snow conditions and summer business, it appears that Mammoth Mountain Inn will prosper.

It may be that men such as McCoy and Hurley are rare, and it is perhaps optimistic to base an overall program for financing facilities needed for the public on the hope of the availability of such men. These operations were created without institutional financing or the traditional development patterns of businesses of this scale, and thus must be cited as instances of personal achievement in the face of difficulties rather than examples of a flourishing industry. It is heartening to find such men who in their different ways have created substantial businesses while providing a needed public service, but their experience cannot be interpreted as a clarion call for sound risk capital to the concessionaire field.

Yosemite National Park

Yosemite National Park is located on the western slopes of the Sierra Nevada Mountains of California, roughly 208 miles west of San Francisco, and roughly 312 miles northeast of Los Angeles.

The park was recognized as early as 1864 when Congress granted the Federal lands there to the State of California to be used for "public resort and recreation."^{14/} In 1890 the area, in part, was established as a national park and in 1906 the State receded the original grant to the Federal Government and the modern park came into existence.

Yosemite's 1,200 square miles contain some of the most spectacular scenery in the world. There are snow-clad Sierra peaks, dramatic waterfalls, spectacular granite formations, giant sequoias and lovely mountain and valley terrain. The 7 square miles of Yosemite Valley contain an outstanding con-

centration of natural wonders. There, granite formations rise nearly a mile from the valley floor, and waterfalls drop along their rugged surfaces to the streams below.

The park receives extremely heavy visitation—over a million annually, and currently ranks fourth among the parks in visitation. A large proportion is from California. The San Francisco Bay area and the Los Angeles area are the principal sources.

The season is rather long. There is the usual extremely high use in the summer months, but there is also some visitation in the spring and fall and skiing in winter. The skiing is not particularly challenging and largely attracts beginners and families.

The chief mode of transportation to the park is the family automobile. The concessionaire operates a bus service from the park to Merced and Fresno, California. This service is important for the package-tour traffic. Fresno and Merced are served by major rail, air, and bus carriers.

There are excellent roads into the park from San Francisco and Los Angeles, and two of the entrances to the park are kept open all year around. The road over Tioga Pass through the Sierras was recently improved, offering better service to visitors approaching the park from the east. It is closed in winter.

There are considerable out-of-park overnight facilities along the main approaches. There are also eating places and gift shops. They apparently enjoy good patronage.

The chief concessionaire within the park is the Yosemite Park and Curry Company. There are several other smaller concessions offering shopping facilities, a restaurant, and a photographic service, but the subject of this report is the principal concessionaire.

The Yosemite Park and Curry Company has existed since 1925 when it was created as the result of a merger of the Yosemite Park Company and the Curry Camping Company. The latter had been intimately associated with the park since 1899, when two Indiana schoolteachers, Mr. and Mrs. David A. Curry, settled in the park with seven tents and began renting them.^{15/} Mrs. Donald Tressider, a daughter of the Currys, is now the president of the company.

The Y.P. & C. Company operates the most extensive complex of concessionaire operations in the National Park System. It annually reports the largest gross revenues and its plant is the largest.

It operates 10 major overnight facilities and a series of camps in the high Sierras. There is a range of accommodations comparable to those offered in any city from the luxurious Awanee Hotel at \$25 a day with meals, to tent dormitories at \$3 without meals. In between there are moderate-priced hotel and motel accommodations and various classes of tent, housekeeping, and camping facilities. These have a total capacity of over 5,000. In 1960 there were 582,532 registered guests at these facilities.^{16/} Three of the

^{15/}John Ise, *Our National Park Policy*, The Johns Hopkins Press, Baltimore, 1961, p. 82.

^{16/}Annual Report, Yosemite Park and Curry Company, 1960.

^{14/}13 Statutes 325, 38th Cong., 1st sess.

overnight facilities are kept open all winter—the Awanee, Yosemite Lodge, and the Glacier Point Mountain House. The skiing operation at Badger Pass generates some business for these accommodations.

The company operates stores, cafeterias, restaurants, and almost the entire range of services available in a small city. One can get his watch repaired, his dog kenneled, or his horse shod in Yosemite Park by doing business with the concessionaire.

The overnight facilities are well designed for the park-touring public as they offer a variety for taste and pocketbook. However, many of the units are old and are in need of replacement. This is particularly true of Camp Curry which generally caters to those seeking lower priced accommodations. There are tents with a guest capacity of 1,085, units with bath for 252 people, and units without for 195.

The food service also offers a good range. There are excellent restaurants in connection with the better overnight facilities, cafeterias which serve moderate-priced meals, and snackbars offering sandwiches. One can get a \$5 dinner or a 40¢ hamburger. There are stores scattered throughout the park offering supplies for the camper. The store in the valley is a full-scale supermarket.

The company operates a fleet of buses with a total capacity of 587 passengers. In 1960 the transportation system carried 92,734 passengers and generated a gross revenue of \$458,840.^{17/} The profit on this phase of the operation is reportedly good.

The facilities are concentrated in the valley. Four of the major overnight accommodations are there with a total capacity of nearly 4,000. The larger

^{17/}Ibid.

stores of the Y.P. & C. Company, the operations of the other concessionaires, the park headquarters, the hospital, and the large park campgrounds have created a small city. On summer weekends as many as 20,000 people spend the night in the valley, and the daytime population is even higher.

The company enjoys a good working relationship with the Park Service. There have been disagreements which can be expected in such a relationship, but generally the history of the company and its dedication to the park have made it clear that its goals and those of the Service are compatible. The established position of such features as swimming pools, a golf course, and the nightly artificial firefall display in the valley are attractions which the Service would not permit elsewhere and will not allow to be expanded in Yosemite. They are tolerated in Yosemite because of their long history and association with the park.

Built on earnings

The Yosemite Park and Curry Company is a publicly held corporation. There were 1,025 stockholders in 1960. Six major stockholders including the Curry heirs hold about 35 percent of the stock. The stock is traded over the counter and usually sells close to its par value of \$5.

During its early years under the original founders the operation was largely financed out of earnings. The Curry family worked and plowed their efforts and earnings back into the business. There was very little financing from outside sources prior to World War II. Expansion was financed from retained earnings and depreciation. Since the war, however, the company has mushroomed into a very major operation and is no longer a small business as the following figures indicate:

Table 13 Selected operating and balance sheet figures for Yosemite Park and Curry Company, 1940-60

Year	Income	Depreciation	Fee to Government	Net profit or loss
1960.....	\$8,397,301	\$462,670	\$42,133	\$395,394
1959.....	8,789,467	429,976	39,854	326,169
1958.....	8,766,114	407,619	39,773	432,960
1957.....	8,854,370	388,634	39,851	361,593
1956.....	7,233,812	346,614	36,046	376,543
1955.....	6,743,396	314,490	33,423	324,723
1950.....	5,469,101	206,284	19,650	261,103
1940.....	2,836,879	195,470	5,000	255,021

Year	Total assets	Current liabilities	Fixed liabilities	Surplus	Capital
1960.....	\$7,728,753	\$1,309,275	\$850,000	\$1,769,513	\$3,799,905
1959.....	7,407,815	1,058,604	970,000	1,601,366	3,777,845
1958.....	6,872,847	1,367,179	240,000	1,843,699	3,421,969
1957.....	6,659,482	1,278,983	360,000	1,615,464	3,405,035
1956.....	5,893,420	1,629,960 (total)		1,432,371	2,831,089
1955.....	5,012,489	972,326 (total)		1,224,907	2,815,255
1950.....	4,011,326	679,767 (total)		1,621,689	1,709,870
1940.....	2,814,578	234,601	.....	870,107	1,709,870

Source: Reports of the Concessionaires to the Concession Branch, National Park Service, Department of the Interior.

This transition from a relatively small corporation to a big business with a gross of over \$8 million a year has been brought about by the flood of visitors to Yosemite. These visitors want goods and services, and their demands could not be met by the traditional expansion policy of the company from cash flow.

To meet the expanding demands of the public the company has entered upon an ambitious modernization program. A new shopping complex in the valley and new warehousing and storage facilities have been built. The financing for these projects came from two sources. A sum of \$500,000 was raised by the issuance of stock rights to existing stockholders, and a total of \$1,450,000 was raised through bank loans.^{18/}

The additional equity capital was raised without much difficulty as stockholders are apparently most interested in the development of the park as well as their company. However, it is felt that this source of financing has been pretty well depleted.

The bank loan is extremely interesting as it represents a major lending for capital expansion to a concessionaire. The loan was made by the Wells Fargo Bank of San Francisco. Actually it is two term loans in the amounts of \$600,000 and \$850,000.

Repayment is on the basis of \$120,000 per year with a final payment of \$370,000 at the termination of the loan period in 1966. No security is involved other than the earning power of the company. Dividends are restricted to the levels of the recent past during the period of the loan.

The annual repayment of \$120,000 was tailored to the company's proved earning record, so the bank did not feel it was taking an undue risk. The company had been doing business with the bank for over 30 years in borrowing short-term money to finance its seasonal operations. It had borrowed up to \$1,200,000 in 90-day notes to carry its operations until the large revenue of the summer season was realized. These notes were usually repaid by July and borrowing commenced again in the fall. This favorable experience with short-term lending to the company doubtlessly paved the way for the bank to venture into this virgin territory of lending to concessionaires for capital expansion.^{19/}

This substantial loan from a bank to a concessionaire is encouraging. However, it must be noted that this loan is of relatively short-term and that it is atypical. The Yosemite Park and Curry Company brought to the banker's desk an attractive earning record, a long history of good management, and a history of successful dealing with the bank. These advantageous factors overcame the disadvantages of the company's position as a concessionaire. Very few concessionaires are in the fortunate position of the Yosemite Park and Curry Company and few could hope to sit across the desk from their banker in such a favorable position.

More modernization

Despite the efforts of recent years, the plant of the company is in need of a great deal of modernization. The bank loan and equity financing were used chiefly for the merchandise center and storage facilities. Overnight facilities are now the principal concern. The Awanee has been maintained as a first-class hotel through the years; there are modern units in Yosemite Lodge and some of the other units, but many other facilities are badly in need of modernization.

There are old tents used in many of the developments and the company is finding these increasingly hard to rent. The taste of the traveling public has been upgraded to the extent that they want more convenience than is offered by a sleeping tent or a house-keeping unit that satisfied the public in David Curry's day.

A major modernization is underway. The dining facilities at Camp Curry have been expanded and modernized. This summer the company is experimenting with a canvas and cement three-sided house-keeping structure similar to the one used at Coulter Bay in Grand Teton National Park. Spencer and Lee, the San Francisco architects who designed both the Coulter Bay unit and this one, are confident that it will be attractive and profitable to operate. If it is, it offers a hopeful solution to replacement of the older tent units. It can be built cheaply—at a cost of about \$1,000 a unit—and maintained without great difficulty. If the pilot units are successful, the company plans to replace many Camp Curry units with the new design.

The financing of further modernization is now a major problem facing the company. Additional equity financing is not likely as this method was used recently. Additional term loans from banks are not likely either as the company is already carrying the \$120,000 a year payment under its earlier loan and cannot reasonably support additional relatively short-term financing out of cash flow.

What is needed is low-term financing which can be paid out over something approaching the life of the improvement. A first step in this direction was taken when the Y. P. & C. Company took the lead in successfully urging Congress to authorize the Park Service to grant 30-year contracts rather than the previous 20-year limits.

In testifying before the House Committee on Interior and Insular Affairs in 1958 on a bill to authorize 30-year contracts for park concessionaires Hilmer Oehlmann described the position of the company as follows:

To summarize the current situation, our company is extended to the limit on long-term bank loans. Our current line of credit will be fully absorbed each year by normal cash requirements. We have exhausted our market for equity capital in the foreseeable future.

Unless new means of financing appear which are not presently available, other costly building projects which the Park Service and we ourselves would like to see completed in the near future under the Mission 66 program must

^{18/}Details on the modernization plans and general policy of the company were obtained through an interview with Hilmer Oehlmann, Executive Vice President, Yosemite Park and Curry Company.

^{19/}The bank's view of the loan was obtained through interviews with Dwight Chapman and L. P. Stevens, Vice Presidents, Wells Fargo Bank, San Francisco, Calif.

avoid the accumulation of funds from undistributed earnings and depreciation. 26

With the passage of that bill, the company is negotiating with the Service to take advantage of this legislation and have its contract renegotiated on a 30-year basis. If this is done, the company is hopeful that it can obtain long-term financing through the cooperation of its bank and an insurance company. The bank has helped in the negotiations, and it is possible that the bank would take the short-term obligations and the insurance company the longer of a long-term obligation.

20. Statement of Hinner Canimorn, Executive Vice President, Yosemite Park and Curry Company, before the Subcommittee on Public Lands of the House Committee on Interior and Insular Affairs, Apr. 17, 1952.

If this negotiation for long-term financing comes to fruition, it will be a major breakthrough in the financing of concessionaire operations. Heretofore, insurance companies have not been responsive to requests for loans from concessionaires. If the line is broken, it may pave the way for their entry into this field generally.

However, it must be emphasized that the Yosemite is an example of a concessionaire that has an extremely good position—an excellent financial record, topflight management, good relations with the Park Service, the possibility of a 30-year contract, and a most favorable stand at which to do business. It is the A. T. & T. of the concessionaires, and if it cannot obtain long-term financing on its own, there is grave doubt that others can. If it does obtain such financing, it may lead the way for others into the promised land of long-term capital financing.

Appendix to Chapter 8

The following were kind enough to share their knowledge of the subject of this report with the author. Interviews with each varied from 30 minutes to several hours. In addition, the author was fortunate in being able to talk to many employees of the concessionaires, park and forest rangers, temporary summer help, and most important of all, members of the traveling public who are the concessionaire market.

Aldrich, Elmer
Chief, Division of Recreation
State of California

Bachman, Earl
Division of Recreation, Region 5
U.S. Forest Service

Berggren, Ralph
Secretary-Treasurer
Rainier National Park Company

Chapman, Dwight W.
Senior Vice President
American Trust Company
San Francisco, California

Collings, W. J., Jr.
Department of Public Affairs
Weyerhaeuser Company

Davis, W. S.
Chief, Division of Recreation, Region 5
U.S. Forest Service

DeTurk, Charles A.
Chief, Division of Beaches and Parks
State of California

Dietz, Robert
Manager
Mammoth Mountain Inn
Mammoth Mountain, California

Dion, James H.
Vice President and Trust Officer
Union Bank and Trust
Helena, Montana

Erickson, R. M.
Manager
Lake McDonald Hotel
Glacier National Park

Flynn, Thomas F., Jr.
Chief, Concessions Management Branch
National Park Service

Galusha, Hugh D.
Attorney for Yellowstone Park Company
Helena, Montana

Heller, Elwyn M.
Management Aid
National Park Service
Yosemite National Park

Hill, Curtis
Member, Board of Directors
Rainier National Park Company
Winthrop Hotel
Tacoma, Washington

Hoss, Herman H.
Attorney for Conference of Western
Concessioners
San Francisco, California

Hummel, Don
President
Glacier National Park, Incorporated

Hurley, Andrew J.
President
Mammoth Mountain Inn
Mammoth Mountain, California

McCoy, Dave
President
Mammoth Mountain Ski Area
Mammoth Mountain, California

Noll, John
Concession Officer
Division of Beaches and Parks
State of California

Odlin, Reno
President
Puget Sound National Bank
Member of the Board, Rainier National
Park Company

Oehlmann, Hilmer
Executive Vice President
Yosemite Park and Curry Company
Yosemite National Park, California

Orell, Bernard L.
Vice President
Weyerhaeuser Company
ORRRC Commissioner

Preston, John
Superintendent
Yosemite National Park

Rutter, John A.
Assistant Superintendent
Rainier National Park

Sceva, Paul H.
President and General Manager
Rainier National Park Company

Sevitz, Robert J.
Vice President
Security-First National Bank
Los Angeles 54, California

Spencer, Eldridge T.
Spencer and Lee Architects
San Francisco, California

Stevens, L. P.
Vice President
Wells Fargo Bank
San Francisco, California

Stewart, Zach R.
Spencer and Lee Architects
San Francisco, California

Whitcomb, David
Chairman of the Board and one of the
original founders of Rainier National
Park Company

CASE STUDIES: CORPS OF ENGINEERS CONCESSIONAIRES

(NOTE.—This section of the report contains five empirical case studies of the problems of concessionaire financing obtained by field research. Dr. William H. Day conducted these studies on Corps of Engineers reservoirs in Missouri, Arkansas, Oklahoma, and Texas during the summer of 1961. The data were gathered by means of interviews which the concessionaires supplemented by financial statements. An interview guide was used to secure specific information; however, most of the statements reported, particularly those about the problems encountered, were given spontaneously. Many of the problem areas are controversial, and for that reason a special effort was made to report the comments of the various businessmen in an objective manner.)

Case 1: Every Year in the Black

This business had its beginning in January 1956, on Lake Fort Gibson in Oklahoma. There were no prior leases involved. The lessee operated an automotive repair business in a nearby city. He had a desire to get away from the city and had entertained the idea that a lake resort would be good for semiretirement. He has since concluded this is fallacious thinking.

No formal studies were made prior to undertaking the lake business; however, other facilities on the lake were examined carefully to secure ideas as to how to build and develop boat docks, fishing docks, cabins, etc. In the usual manner, the engineers selected the site and offered it for public bid. In checking around the lake, the lessee found that the percentage rate for leases ranged from 3 percent to 7½ percent. His first bid was 6 percent. Later, he learned that two others had bid higher. The highest bid was 9 percent. This individual, however, could not qualify. The Corps of Engineers did not take the next highest bidder but reopened the bidding. In eagerness to secure the bid, the lessee decided to bid higher to ensure obtaining this lease. The lessee bid 10½ percent. He was later advised that he was the only bidder and consequently was given the lease.^{1/} He had, however, been told by the engineers prior to submitting his bid that there were several other bidders. The operator has stated that it was possible in good years to make some money even at 10½ percent; however, there have been only 2 good years during the 5 years he has been in operation, because of floods in 1957, 1959, and 1961.

Having obtained the lease, the lessee went out and took over a heavily wooded shoreline. He spent the next 2 years building a breaker to protect the area from wind and storms. He employed drag lines, loaders, dump trucks, scrapers, etc., and spent over \$10,000 simply to clear the land. Incidentally, the lease required that he invest \$60,000 during the first 3 years. An additional \$5,000 was spent in 1956-57 for gravel to provide a parking area. These expenses were far beyond his expectation. As a matter of fact,

he had not even anticipated the need for a breaker to protect his docks.

A very handy man, the lessee engineered his own water system with the help of the State Health Department. He engineered the electrical and plumbing facilities for docks and cabins. In fact, practically all of the development work was done by himself and his sons.

A plumbing contractor offered to build the water system for \$8,500. The lessee via 'do-it-yourself' built the system for \$3,500. Rather than working 8 hours a day as customary for most people nowadays, the lessee regularly puts in 18 hours a day. He has re-invested all earnings except those which were necessary for subsistence for his family.

The capital for this business was obtained in various ways. A sum of \$6,500 was available in cash on hand from the previous business. The automotive repair business was sold. Also sold was one apartment house, two rental units, plus a home and garage apartment. The sale of these assets provided a total of approximately \$47,000. Almost \$20,000 was borrowed from a banker friend. Primarily through this relationship he was able to obtain loans. When he tried other banks, they refused on the premise that he was on leased Government land. Bankers commented that a 20-year lease was too short for the purposes for which he intended to use the funds. The lessee feels that it would be very difficult for a newcomer, unless he had very adequate capital and assured capital resources for additional capital if needed.

According to this operator, more utilization should be made of nearby Grand Lake as a flood control factor. The lessee understood that the State of Oklahoma agreed to a contract to limit pulling down Grand Lake for greater flood control. Consequently, the bulk of the flood control is done on Gibson Lake and multiplies the difficulties for lake businessmen there.

While this business began as an operation of four members of the family in 1956, the operation employed 18 employees in 1959. Like many other lake businesses in the Southwest, this one operates 12 months. Business is fairly seasonal and fluctuates according to the different types of lake visitors using lake facilities. The lake activities include boat fishing from September to November and from March to July. Dock fishing runs from November to March. According to the lessee, dock fishing is not a very good revenue producer at the customary rate of a dollar per person. From May 1 to Labor Day, the principal activities are swimming, boating, and water skiing. August is the slowest month of the year because of the extremely hot weather.

From the standpoint of this operator, the business during the weekdays is used to break even with expenses; therefore, Saturday and Sunday are the days when the profit is made if there is to be any. When it rains—no profit. Forecasting demand is almost impossible because of the variance of the weather.

Among the more critical problems is the employee situation. Competent help is difficult to obtain in the vicinity of the lakes. Employees housing is scarce.

^{1/}The lease required a fixed rental payment of \$5,000 per year, plus 10 ½ percent gross receipts.

According to this businessman, maids and handy men want a high wage; otherwise, they would just as soon have unemployment payments.

The condition of the roads in and out of the concession sites was mentioned as another critical problem, notwithstanding the fact that 75 percent of the money collected by the Corps of Engineers is rebated to the county in which the site is located. The prime purpose of this action was to soften the impact of taking away land from the county tax rolls. The counties are not obligated to earmark this money for roads; it is put into their general funds. The lessee emphasized the need for adequate county access roads from major highways to the Government-owned land at the lakeshore. He added that it would seem in the best interest of the county to maintain good roads in order to increase business at the concession sites in their county which would in turn result in a higher payment to them from the Corps of Engineers. All too frequently, this is not the case and it is the belief of the concession operator that business suffers because of poor roads. Perhaps this situation ought to be remedied by having either the State or the Corps of Engineers assume the responsibility for this important function.

This operator feels that he should delay further expansion until his present lease can be renegotiated with a lower percentage.

The operator is willing to expand to meet public demand. Although he is operating at capacity now, he feels that he could profitably add 40 more rental boat stalls and possibly more cabins. In fact, he would even consider building a private lodge if a 49-year lease were possible. At present, he plans to hold to the status quo until the lease can be renegotiated. He feels that 3 percent would be reasonable and would enable him to make good earnings that would cover expenses and provide for adequate expansion to meet public demand.

According to the terms of this operator's lease, 10½ percent is paid to the Government on all receipts, including gasoline and cigarettes which have a small margin. On the sale of a State fishing license for \$2, he remits \$1.75 to the State. After paying 21¢ to the Corps of Engineers on the basis of his lease (10½ percent of gross receipts), he has 4¢ remaining. Until recently, the Federal tax laws required payment on the original \$2 sale.

The addition of a landing strip for small, private airplanes has proved beneficial for this particular concession. The fine restaurant seems to attract many visitors. As many as 10 planes land on the strip during a summer day. On Sunday mornings, from 10 to 20 planes stop for breakfast. When the lake is at flood stage there is no airstrip, even though this strip has been approved by the Federal Aviation Agency.

While there has always been a need for finances since the business was opened, the problems become acute during flood seasons when the income is nil and expenses continue. However, good creditors have helped this business over these unfavorable periods. The 1961 spring flood has posed some financial problems; however, the lessee is optimistic that with a couple of good weekends—profit days—he will be able to meet his current obligations.

This operator anticipates that other lakes planned in the area will definitely draw business away, especially water skiers and Sunday boat riders. He does not foresee as much of an effect on people who store their boats regularly, although some will undoubtedly move to new lakes. In evaluating his sources of income, this operator concludes that the rental of boat storage facilities is by far the most lucrative activity. (See table 15.)

On the following pages, financial information is provided. There has been a steady increase in assets and also in the net worth of the operator which within 5 years increased from \$45,000 to the present figure of almost \$92,000. This annual increase approaches \$10,000. Furthermore, over the years the amount of indebtedness has been reduced from almost \$25,000 in 1956 to approximately \$11,000 at the end of 1960. Quite unlike one of the other cases encountered in this study, this operator has had an operating profit each year since beginning. These profits have fluctuated. The best year yielded a profit of almost \$20,000 after expenses.

This (proprietorship) case illustrates what can be done with hard work by an individual and his family operating a lake concession. The sources of capital to undertake and operate the business came from personal savings, sale of assets, bank loans, and earnings from the business. Financial problems are related to the high percentage lease, the frequency of flood conditions, the high labor cost, the poor access roads, and the development of other lakes.

Case 2: A New Lake, A New Lease

This case is a boat-dock operation in Missouri which began in 1959 on a new lake. The business is presently operated as a partnership and includes one of the original partners. The new partner had some valuable experience as a concession operator on Bull Shoals Lake. He believes that a very serious mistake was made on Bull Shoals by the businessmen there, who catered primarily to the fishermen and excluded the interest of other lake visitors. In his opinion, fishermen are loyal "to fish only," and when fishing is down, business will be down if you have catered only to fishermen. Capitalizing upon past experience, he and his partner are endeavoring to develop a more diversified business by appealing to a broader market.

This partnership came into existence when a former partnership was dissolved. One of the former partners allowed the new partner to make an investment of \$40,000 for one-half interest. The payment was to be one-third down and two subsequent payments. The new partner was able to provide the initial sum from his personal savings. No special financing was required.

The facilities are new, appropriately painted, and attractive. A total of \$27,000 has been invested since January 1, 1961. A part of this investment resulted from a loan of \$7,000 borrowed on an unsecured note signed by the partners. This financing was on the basis of the character and capabilities of the individuals in spite of the fact that the business is operated on leased Government land. In the opinion of the new partner, the predominant consideration in obtaining

Table 14 Case I: Balance sheet, Dec. 31, 1960

ASSETS

Current Assets:

Cash on hand and in bank.....	\$	711.62
Accounts receivable		596.17
Inventories		1,752.90
Prepaid expenses and deferred charges.....		157.25
		<u>3,217.94</u>

Property and Equipment:

Concession site:

Buildings and improvements.....	\$ 85,475.46	\$ 12,756.94	\$ 72,718.52
Furnishings and equipment.....	9,132.67	3,018.59	6,114.08
Automotive equipment.....	4,784.03	1,859.52	2,924.51
Marine equipment.....	14,645.43	8,495.62	6,149.81
Other power equipment.....	2,178.08	727.45	1,450.63
House trailers.....	3,851.04	1,023.59	2,827.45
Other equipment and tools.....	2,435.31	862.85	1,572.46
	<u>122,502.02</u>	<u>28,744.56</u>	<u>93,757.46</u>

Real estate - land in fee.....		<u>6,055.05</u>	<u>99,812.51</u>
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ASSETS.....			103,030.45
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LIABILITIES

Accounts payable.....	\$464.00
Notes and mortgages payable	<u>10,832.13</u>
	11,296.13

Net worth.....	<u>91,734.32</u>
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LIABILITIES.....	103,030.45
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Source: All business data in this chapter are from the Corps of Engineers, used with permission of the concessionaires.

money is the ability of the individual. He has encountered no problems in securing finances either on the new lake or on Bull Shoals Lake where he formerly operated. This concessionaire has found that banks are willing to lend money on personal equipment and property.

The new partner had some very definite feelings and reasons for leaving the Arkansas Lake. He remarked that the Arkansas State Highway Department has never built a hard surface road to Bull Shoals Lake. One road was built from public subscription and the other by the contractor who built the dam. Several times groups of lake businessmen appeared before the State legislature in unsuccessful efforts to secure assistance in coping with this problem. He feels there is a difference in the attitude of these two States and has noted far more cooperation in Missouri to help lake businessmen develop recreation resources in order to better serve public demand.

He also had another reason for moving to the new lake in Missouri. As a former wildlife and forestry employee, he knew that man-made water impoundments seem to have a cycle which for the first few years provide exceptionally good fishing. Later the fishing tapers off. Therefore, he decided that the new lake offered 5 or possibly 6 years of good fishing if it

followed the normal pattern, and this period would be very helpful in establishing a new business. However, the partners decided to avoid the mistake of catering to fishermen exclusively and are building a more diversified lake recreation business.

This concession is favorably located on Federal land near private land with very fine motel accommodations. Cafes and grocery stores nearby meet the needs of lake visitors. The partners are also pleased with the fact that the concession is centrally located on the lake and is free for the most part from any muddy water from the headwaters. The location is also far enough from the dam to provide many coves for fishing. A good beach provides swimming facilities and is a special attraction to lake visitors.

Although no formal study was made by the new partner, he contemplated making the move to the new lake for over a year and carefully observed different possible locations and developments. He feels that it would be helpful to have advance information from the Corps of Engineers on periodic changes in lake levels in order to take appropriate action.

Originally, this operator expected the bulk of business to come from Oklahoma, Kansas, and Texas. On the contrary, over 50 percent has come from

Table 15 Case I: Statement of operating income, 1960

	<u>Gross sales</u>	<u>Cost of goods sold</u>	<u>Gross income</u>
Gross Income:			
Food, soft drinks, groceries and sundries.....	\$ 22,328.67	\$ 12,445.31	\$ 9,883.36
Live bait.....	2,024.16	1,034.90	989.26
Fishing tackle and water sports equipment.....	3,440.32	2,260.09	1,180.23
Gasoline and lubes.....	8,719.23	5,969.55	2,749.68
Cigarettes and tobacco.....	2,052.37	1,506.16	546.21
Beer.....	4,254.38	2,744.42	1,509.96
Boat dock sales and repairs.....	705.16	427.02	278.14
	<u>43,524.29</u>	<u>26,387.45</u>	<u>17,136.84</u>
Rental of boats and other equipment.....	5,929.21	.....	5,929.21
Rental of cabins.....	4,668.00	.....	4,668.00
Dock fishing permits.....	6,200.31	.....	6,200.31
Repair service.....	46.25	.....	46.25
Boat docks and storage rentals.....	16,334.76	.....	16,334.76
Profit on sale of fishing and hunting licenses.....	226.25	.....	226.25
Allowance for collection of Oklahoma sales tax.....	24.67	.....	24.67
	<u>76,953.74</u>	<u>26,387.45</u>	<u>50,566.29</u>
Operating Expenses:			
Accounting and legal fees.....	\$ 706.88		
Advertising.....	668.40		
Depreciation.....	4,502.89		
Amortization.....	3,724.42		
Fuel and utilities.....	4,319.44		
Insurance, taxes and licenses.....	1,970.02		
Interest on business indebtedness.....	917.42		
Labor.....	8,900.91		
Operating supplies.....	1,788.20		
Rent.....	8,062.21		
Repairs and maintenance.....	<u>3,397.31</u>		
			<u>38,958.10</u>
Operating Profit.....			11,608.19

Source: Corps of Engineers.

Table 16 Case I: Operating profit, 1956-60

[Gross sales less cost of goods sold]

1956.....	\$ 5,387.72
1957.....	19,924.66
1958.....	15,131.03
1959.....	7,983.10
1960.....	11,608.19

Source: Corps of Engineers Data.

St. Louis. A large percentage has come from the Kansas City area. Nevertheless, a good volume materialized from Oklahoma, Texas, and Kansas as anticipated.

As a careful businessman in the sense of maintaining adequate records of operation, cost control, budgeting, and so forth, the new partner forecast the first year's sales (1961) to be \$150,000. Based on the first 6 months operation, business is slightly ahead of the estimate.

This business employs at its peak nine individuals plus the two partners, and during the slack season

approximately four employees. Business is regarded as fairly seasonal. The concession is operated 12 months of the year.

Expansion of facilities is being considered. Principal interests run in the direction of a good marina which will require an additional investment of \$50,000. The plan calls for a 3-year development. Finances for the expansion are planned from expected earnings. Additional dryland boat storage will be provided, and a change is contemplated for the location of the main boat dock to give greater protection from winds.

In estimating the year's financial requirements, this operator stated that they are rather new to be able to base anything on experience. However, he anticipates that the annual budget will be about \$50,000 for each of the next 3 years and perhaps increase to \$75,000 by the end of 5 years. Financial records are not available to show the operation for the past 5 years. However, the following information shows dollar volume and the percentage received from each phase of business activity.

	Dollar volume (6 months)	Percent Total volume
Boat rentals	\$ 9,331.70	17.84
Motor rentals	7,590.05	14.51
Gas and oil	7,679.56	14.68
Artificial bait—fishing supplies	8,900.53	17.02
Miscellaneous	5,067.55	9.69
Licenses	7,323.30	14.00
Sales tax	201.84	.39
Live bait	4,754.90	9.09
Boat storage	1,452.15	2.78
TOTAL	\$52,301.58	100.00

This concession has a main dock with a store stocked with fishing tackle and other related merchandise, 96 rental boats, 34 rental motors, 14 electric trolling motors, and 85 covered boat stalls. The rental rate for boat stalls is \$10 a boat for a double stall arrangement for average size boats and \$12.50 for larger boats. The rental will be converted to a footage rate when the operation becomes more of a marina.

This lake business has 84 acres leased for 10 years with an option to renew. (Earlier leases on U. S. Engineer lakes did not provide for renewal options.) The annual rental is \$1,200 a year without any percentage on gross business.

This case illustrates a relatively new method of handling concessions on Corps of Engineer lakes. This was one of the first lakes where a two-party lease is involved. The district engineer leases public areas to selected towns subject to approval by the Corps of Engineers. The prime benefit for the community is considered the "prestige" of operating a public area. The communities in turn are permitted to lease the site in the form of a sublease to a concessionaire. This businessman considered this a poor method; he believes it allows the Corps of Engineers to shirk its responsibility for maintaining public sites. Furthermore, the communities are apathetic about leasing lake sites. The operator must do everything, and is one cog removed from the source of power.

Complications arise from this method of leasing. In one case, the town is located 27 miles away from the lake site. Lake-bound visitors often drive to the town, then have to be redirected an additional 27 miles to the lake site.

This business operator also believes the Corps of Engineers operates by rules which are seemingly too stringent. He feels that the Corps of Engineers could be more cooperative in its relations with businessmen. For example, the concessionaire mentioned that the Corps of Engineers had insisted that one operator change his plans for building a dock so that 50 percent more material was required despite the fact that the plans had been approved by recognized building contractors.

A final complaint concerned bringing cruisers on the lake. Approval was granted by the State Health Board and Boating Commission by April 1961; however, customers were delayed in using the cruisers until July 3, 1961, when the Corps of Engineers'

approval was finally received. Such incidents embitter concessionaires towards the Corps of Engineers and furthermore impede the successful operation of a lake business.

This (partnership) case illustrates the fact that a concessionaire can borrow money through operatives on leased Government land. Additional capital for the business was obtained by admitting a partner. Planned expansion will be financed from earnings. This case further illustrates the importance of community (State and local) attitude in helping to develop lake recreational resources. The only real complaint about the lease was the indirect arrangement involving communities as lessees and lessors.

Case 3: Constant Loser, But Hopeful

There is an unusual background to the setting of this case study. Several tenants have been involved and even the operating agency has changed. In fact, the lake was operated first by the Corps of Engineers, then the National Park Service, and now the Corps again. The first lessee at this concession site failed in 1946. The second lessee was an out-of-State company that had difficulties with the Park Service and terminated the lease.

The present lessee, Mr. X, began in 1950, with a lease from Washington for 25 years with a rental set at 1 percent of the gross business and \$500 a year fixed rental. Mr. X feels that the fixed rental should be eliminated. He would substitute 2 percent on gross without a minimum. Mr. X feels that 2 to 3 percent should be the maximum charged for a lease on a lake that is principally designed for flood control and hydroelectric power. He does not favor the competitive bid system of allotting concessions. He believes the rental should be set at a reasonable figure and the selection of lessee made on the basis of business experience, proposed operations, available capital, and ability to carry out proposals (a system the Corps is now using). Looking back, Mr. X would not go into business with an Engineer lease again.

In 1949 Mr. X took over the 30-acre concession with \$50,000 which came largely from personal savings. Through the years he has continued to invest savings in the resort amounting to \$250,000. His present debt totals \$65,000, which he hopes to amortize during the next 10 years. He obtained funds on short-term paper from three banks. He feels strongly that his lessee status restricts his ability to obtain needed capital.

Mention was made of one concessionaire who secured a 50-year lease because a State government acted as an intermediary. At another site on this lake is a beautiful lodge, built and operated by the State of Oklahoma. Mr. X regards this form of competition as "State Socialism," and unfair. Furthermore, he pointed to the fact that the Corps gave the State title to 2,000 acres. He said that the resort operators would like the opportunity to own land. The State lodge is not on the tax rolls, but the resorts are, Mr. X adds.

Mr. X operates his resort as a corporation. He bought out his original partner in 1950. A mortgage loan for \$25,000 was arranged, but a bank examiner refused to approve. His other interests include oil

and investments. Without the support from these other interests (\$11,000 last year), he would not be operating the resort today.

Even though no formal study was made before undertaking the lake concession business, Mr. X made a careful tour of the operations on the lake with representatives of the Park Service and noted carefully the differences that existed.

Despite seemingly insurmountable difficulties at times, Mr. X has succeeded in building his concession to such an extent that he now has a restaurant (in need of renovation and modernization), 10 cabins, 80 rental boat slips, 22 rental boats, 6 rental motors, boat service dock, marine repair shop, concession stand, and a beach and a trailer park that will accommodate 9 trailers. He intends to expand his overnight accommodations through the house-trailers method. Mr. X claims house trailers can be set up at 50 percent the cost of a cabin and he finds his guests satisfied. Operating the above facilities presently requires 18 full-time and 4 part-time employees. However, business is down from the peak in 1959 when he employed a total of 35.

Although operated 12 months a year, the business is nevertheless seasonal. Mr. X is contemplating the development of part of his area for hunting of chukar, quail, and ducks. Actually his figures indicate that 68.1 percent of the business is done in a 5-month period from April 15 to September 15 and the remaining 31.9 percent in the remaining 7-month period.

Regardless of his apparent difficulties, Mr. X would like to expand and improve his resort. He is planning to increase trailer space and boat storage, upgrade cabins, and renovate the restaurant. For this expansion, he needs additional capital of \$100,000. After 12 years in the business, Mr. X is long on plans but short on capital. He says he has no way to borrow money. ("I don't even own a home anymore.")

Two serious problems are floods and tornados. At one time, Mr. X had 42 boat stalls. A minute later, after a tornado, he had 22. In 1957, a flood cut him off from the Federal highway 1 mile away, for 5 weeks. He states that the Corps of Engineers failed to keep an agreement to make a fill to protect the road. Furthermore, he expected and never received any technical aid from the Engineers during the floods, not even a daily bulletin to indicate what he might expect from day to day.

In explaining the decline in business, especially during the past 2 years, Mr. X cited the fact that other and newer lakes are drawing visitors and will, no doubt, pose future problems. He was quick to point to the adverse economic conditions existing during this period (1957-59). "My business is a luxury business and people have been cutting back on luxuries of late. This is indicated by the increase in demand for cooking cabins the last 2 years."

This lake, like so many other inland water impoundments, has gone way beyond the point of diminishing returns so far as good fishing is concerned. Much conjecture has been generated to explain this problem. During the interview with Mr. X, two serious-minded fishermen appeared on the scene. They complained of the poor bass fishing. They told of successful striped bass fishing in South Carolina

and suggested that Mr. X see whether he could get striped bass started in the lake. Mr. X agrees that fishing is still the number one activity, which is also supported by a survey made last year.^{2/} Definite correlation exists between fishing and lake business; good fishing means good lake business, and poor fishing means poor business.

Mr. X is personable, friendly, and cooperative. He did not appear as one who deals in generalities. He had detailed figures with differences computed in percentages. He kept charts of the pertinent data so he could follow any trends. He was conversant with the issues and the problems confronting lake businessmen; in fact, he is an active participant in group activities and organizations of lake businessmen. He has the strength of his convictions. He is confident that with necessary improvements, money can be made in this kind of business. He is not a quitter and so he plans to be around for the better day.

On the following page, financial data are presented relative to the operation of this business. Even though this business is a regular loser, the operator does not feel it is a hopeless case. His financial reports show a loss each year, but in 1960 the loss was only \$9,444 compared to \$28,173 in 1953. Assets have increased in the 1957-60 period from \$204,942 to \$229,656. The increase in assets averages better than \$6,000 per year. Sales data also point to growth with an increase from \$90,734 in 1957 to \$126,023 in 1960.

Capital structure is more complex in this business than some other cases studied. Part of the notes payable represent a loan (noninterest bearing) from a close relative, showing another source of capital utilized. Mr. X has plans for expansion, but he has problems in raising the necessary finances. The importance of good fishing as an important factor for a successful lake business is emphasized in this case.

This (corporation) case illustrates many of the indirect problems which affect sales volume, which in turn affects the financial picture of the firm. The problem of borrowing money is critical in this case, and the operator claims his lessee status weakens his position.

Case 4: Adjusting to New Demands

This operator brings to the lake business a unique background as a musician and carpenter. The business was started on Bull Shoals Lake in 1952 as a partnership; in 1958, the present proprietor bought out the partner. The initial investment was approximately \$20,000, obtained from personal savings and a loan from an individual. Like many lake businessmen, this operator had not only an interest in owning and operating a resort business but also a hobby of fishing.

He was interested in three locations. However, he feels that the site he leased was the most desirable of the three because of scenery, business potential, and central location.

Although no formal study was made, the lessee did check adjacent lakes to consider the various

^{2/}W. H. Day, University of Tulsa; "A Study of Opportunities for Small Business in Lake Recreational Areas in Eastern Oklahoma," prepared for the Small Business Administration, 1960, pp. 24-25.

Table 17 Case 3: Balance sheet, December 31, 1960

ASSETS		
Cash on hand	\$ 1,320.05	
Accounts receivable	5,759.54	
Inventories	11,486.36	
Employee advances	60.25	
Prepaid - Advertising	719.30	
Insurance	333.06	
	<u>19,678.56</u>	
Fixed Assets:		
Buildings	\$74,654.94	
Trailer	3,250.00	
Equipment, furniture and fixtures	55,542.84	
Auto and truck	3,779.28	
Boats	11,138.60	
Leasehold and harbor improvements	19,113.60	
Boat houses and improvements	60,542.69	
Roadway improvements	1,148.15	
	<u>229,170.10</u>	
Accumulated depreciation	121,395.62	
	<u>107,774.48</u>	
Leasehold costs	<u>77,874.89</u>	185,649.37
Other Assets:		
Deposits	1,212.95	
Organizational expenses	359.77	
Deferred officers' salary	<u>22,755.48</u>	
ASSETS		<u>229,656.13</u>

LIABILITIES AND CAPITAL STOCK

Accrued taxes	\$ 1,110.50	
Accrued interest	15,779.06	
Officer loans	58.25	
Officer salaries accrued	3,200.00	
Accounts payable	12,269.60	
National Bank - overdrafts	2,264.44	
Mr. X - Drawing account	1,024.75	
Notes payable	<u>72,979.00</u>	
Capital stock	\$198,500.00	
Deficit	<u>77,529.47</u>	<u>120,970.53</u>
LIABILITIES AND CAPITAL STOCK		<u>229,656.13</u>

Source: Corps of Engineers.

possible sites and boat dock operations. As he views the situation in retrospect, he should have concentrated more on covered boat stalls for rental purposes. Such stalls would have permitted him to satisfy customer demand more satisfactorily, and would have been a lucrative source of income.

This business now employs eight people during the peak season and three full-time people during the slack season. Like other cases examined in the Southwest, it operates throughout the year. The best business months are March through May and September through October. June is usually a fair month; however, a great deal depends on the weather. He feels that one of the advantages of his location is the

Table 18 Case 3: Statement of operations, 1960

Income		
Sales		\$126,023.27
Cost of sales		<u>89,983.83</u>
Gross profit		36,039.44
Departmental operating costs	\$15,858.21	
Overhead costs		
Advertising	2,500.42	
Dues and subscriptions	331.10	
Car operation and travel	1,434.09	
General maintenance	32.73	
Insurance	1,137.22	
Organizational expenses	34.20	
Legal and audit	25.00	
Taxes other than income	3,145.50	
Telephones	611.60	
Stationery and supplies	282.91	
Depreciation (schedule)	16,420.74	
All other	<u>50.00</u>	<u>41,863.72</u>
Net loss from operation		5,824.28
Other income and expenses		
Discounts earned		38.66
Bad debts recovered		134.13
Cash short		(33.95)
Interest expense		(4,735.69)
Sale of salvage boats (no cost)		<u>977.00</u>
Net income		<u>(9,444.13)</u>

Source: Corps of Engineers.

availability of three kinds of water—clear, murky, and muddy—depending on the kind of fishing desired.

A recent flood raised some serious problems. In 1957 the high water killed many of the trees in the camping area and eliminated most of the available shade. The operator says the Corps of Engineers promised to clear a larger camp area, but they have failed to do so. As indicated in other studies, the flood hampered fishing seriously and adversely affected business. This operator feels that fishing is the number one drawing card, but recognizes that other lake activities are increasing in importance.

This concession has a store and main dock with 80 rental boats and 23 rental motors, 30 rental boat stalls, and free camping facilities. A fishing dock is subleased. The operator provides the service of a private overnight boat tieup with a covered dock at the rate of \$1 a night. There are cabins and other facilities for visitors within a short distance.

He plans to sell several rental boats and build more elaborate stalls for rental purposes. He intends to build a boat stall with lockers and other conveniences. This new program of expansion will be undertaken in the fall of 1961 or in the spring of 1962, depending on business conditions. He anticipates building 10 stalls at a cost of \$3,000. This project will be financed out of earnings plus the sale of rental boats which are now in excess of his requirements.

To purchase the interest of his partner, he borrowed from a bank. He encountered no problem in obtaining this personal loan.

Seventy-five percent of his business originates in Kansas City and Wichita, Kansas, and Saint Joseph and Joplin, Missouri. While this concessionaire admits that he has no particular financial problems at present, he states that he is just getting by. The business on this lake has declined since 1958. A nearby new lake, Table Rock, has undoubtedly had some effect. Fishermen seem to migrate to the new lakes despite strong advertising by the businessmen of the older lake.

The original 10-year lease expires in June, 1962. This concession operates on an annual budget of approximately \$20,000. The terms of this lease are 4 percent of gross receipts and a fixed rental of \$4,150 a year. The concessionaire plans to continue the business and, therefore, will endeavor to renegotiate a new lease. He anticipates a higher percentage but a lower fixed rental. He feels that a fair percentage would be about 5 percent of gross receipts with a \$100 fixed rental. However, his preference would be a lease with a percentage without fixed lease rental. He indicated that he was glad his lease was only for 10 years so that he could renegotiate in terms of current conditions and stated that some concession operators with a 20-year lease were definitely "hurting." This operator was critical of the high fixed rental provisions in leases and regarded them as a definite handicap to lake businessmen, particularly during bad years.

Another complaint concerned the refusal of the Corps of Engineers to allow him to provide electric "plug-ins" for trailer visitors. "This definitely hurts my business." He stated that Government employees spent three days looking over future campsites but are not doing enough to satisfy the current demand such as providing something for trailer visitors. This operator concluded his discussion on a happy note with the expectation that his lease will be cut and, therefore, his rental requirements will be reduced so that he can make a comfortable living from his business operation.

This (proprietorship) case illustrates the special need for capital in the matter of purchasing the interest of a partner. The operator was successful in obtaining a loan regardless of the fact that his business is on leased Government land.

Problems mentioned by the operator that adversely affect the business included the high fixed rental requirement of the lease, the competition of a new

lake with better fishing, and what he considers to be the arbitrary policies of the Corps of Engineers.

Financial data are presented on the following pages for the period 1955-60. Profits dropped from \$29,078 in 1957 to \$6,318 in 1959 and then increased to \$7,911 in 1960. The data indicate that assets increased from \$18,143 in 1956 to \$56,327 in 1959 and then declined to \$25,916 in 1960, as the owner greatly reduced his boats, motors, and dock facilities, perhaps with his planned new facilities in mind.

Case 5: The Showplace Marina

This marina is reputed to be one of the outstanding marinas in the Southwest, even the entire country. It has been described as "the marina of tomorrow—today." It is situated in an area deeded by the Corps of Engineers to a State for the purpose of conducting a State park. Consequently, this concession was not set up on the basis of a competitive bid through the Corps but on the basis of a three-party arrangement involving the interests of the Corps, the State, and the lessee corporation. Instead of competing with private enterprise, the State leased the concession. The terms of the 50-year lease provide for a graduated percentage on gross business without fixed rental: 2 percent of the first \$100,000, 3 percent of the next \$100,000, 4 percent of the next \$100,000, 5 percent of the next \$100,000, and 6 percent of the rest of the gross income for each year. The foregoing does not apply on income from the sale of boats and motors. A special provision states that a sum equal to 5 percent of the net profit on the sale of boats and motors, whether in or out of the said district area, shall be paid monthly.

Messrs. X and Y held an option for almost 2 years for erecting a marina in the State park. They had sufficient money to start construction, but were not satisfied with existing marina construction around Southwestern lakes. While searching for an answer, Mr. X saw a marine magazine advertisement describing a new concept in construction developed by an out-of-State firm. At the request of Mr. X, a company representative visited the proposed site. The representative was so impressed with the possibilities that he contacted the president of the firm. Upon learning that the project involved a 350 slip marina, the president also visited the site.

Table 19 Case 4: Summary financial report, 1955-60

	Value of concession facilities	Operating expense	Gross income	Net income (gross income less expense)	Cash flow (net income plus depreciation)
1955.....	\$19,578	\$27,833	\$44,212	\$16,379	\$19,907
1956.....	18,143	36,313	53,278	16,965	22,206
1957.....	18,251	32,849	61,927	29,078	n.a.
1958.....	37,489	79,843	102,122	22,279	32,313
1959.....	56,327	75,088	81,406	6,318	17,539
1960.....	25,916	34,291	42,202	7,911	1/n.a.

1/n.a. At previous rates of depreciation, could be estimated at \$13,100.

Note: n.a. = Not available.

Source: Corps of Engineer Data.

Unusual depth of the water (70 feet) posed an engineering problem, which, if successfully solved, would open up an entire new area of marine development. Furthermore, the president of the company (Mr. Z) envisaged an opportunity at this site to build a model marina, a showplace to which he could fly prospective customers from all over the country.

With the assistance of his staff, Mr. Z developed a plan to erect a marina in the deep water. After a meeting with Mr. X and Mr. Y, a corporation was formed in which Mr. Z became president. Ownership of the stock was split, 20 percent for Mr. X and Mr. Y and 80 percent for Mr. Z; however, a provision was made for Mr. X and Mr. Y to buy out Mr. Z 2 years after the completion of the marina.

This marina is unique particularly in its construction. The boat slips, frames, and steel pontoon tanks to float the docks, are all steel in construction. All-aluminum canopies are painted in bright colors. The design of the boat docks provides long, overhanging roofing, without sides. These structures are designed to withstand winds up to 80 miles per hour. Automatic adjustment is provided for every lake level; the stairways and gangplanks are self-compensating to changing water levels. Three months after construction began, two hundred slips were ready for use.

In addition to the superior facilities for storage of anything from a 14-foot runabout to a 40-foot cruiser, the marina offers a boat repair service and a modern shopping center with stocks of name-brand lines of boats, motors, and marine equipment.

The expanding market potential of neighboring cities was a prime factor in the decision to locate the marina on this particular lake. The location on the lake was chosen because of its proximity to the dam, a sheltered area running east and west while prevailing winds run north and south, deep water, easy access to highways, and the expected large number of visitors to the State park.

Because of other business interests, Messrs. X, Y, and Z employed a professional manager with a great deal of related experience to operate the marina. A forecast of \$335,000 was made for new boat sales for the first year. Based on the first 6-month operation, 1961, the figure will be reached and probably surpassed. The personnel requirements range from 35 to 40 during peak operation to 20 during slack season. Business is conducted during the entire year; however, it is fairly seasonal. Only routine problems were mentioned by the manager in connection with the operation of the marina.

A total of \$1,600,000 has been invested since the project was begun in 1960. Though the marina is in operation, all of the facilities have not yet been completed. The operators have no financial problems because they are fortunate to have the necessary capital to proceed with their plans. The original partners were prepared to invest \$100,000 annually for 3 years. The additional backing of the marine construction firm provides almost complete assurance of any financial needs.

Contemplated expansion includes the following:

- A \$5 million, five-story lodge with restaurant.
- Drive-in boat cafe with service by boat-hops.
- Drive-in telephone service.
- In-the-lake swimming pool with no chlorination and a steel bottom.
- Potential size of marina - 1,200 boat slips.
- Air landing strip.

These additional facilities will be financed primarily from earnings. If necessary, other resources of the stockholders will be utilized. In a neighboring large city, the operation of a subsidiary boat sales outlet provides a good feeder business to the marina on the lake.

Although balance sheets and operating statements are not available for this business, it is very likely that the investment could run to \$7 million without Government subsidy.

This (corporation) case illustrates a source of capital for lake business originating with a manufacturing supplier. In fact, the supplier sponsored the development of this marina in its present form.

Summary

As demonstrated by the foregoing cases, sources of capital may vary with each business, depending on the needs and circumstances of the concessionaire. The following sources were utilized in the cases studied: personal savings, sale of assets, personal loans, bank loans, other income, earnings from the business, relatives, and suppliers.

As can be seen from the cases studied, a considerable variety exists in the Corps of Engineers' lease policy. Variances exist among the different lakes and also on the same lake. For example, the leases vary in length from 2 years to 50 years. The terms vary in providing a low percentage on gross business with high fixed rental, a high percentage on gross business with a low fixed rental, no percentage on gross business, and a moderate fixed rental and a graduated percentage in relation to gross dollar volume. On one lake the range is 3 to 10½ percent on gross receipts with fixed rental varying from \$100 to \$850 per year. The lease rental payments vary from \$100 to \$8,000—plus. Some concessionaires prefer a low percentage without a fixed rental, others prefer a fixed rental without percentage terms.

The size and scope of concession operations determine the initial capital requirements. However, the financial requirements for operations may be affected by the following factors: weather, floods, terms of lease, Federal Government rules and regulations, community attitude, competition from State facilities, poor access roads, a declining "catch-ratio" for fishermen, and economic conditions.

Lake concessionaires frequently express difficulty in obtaining bank loans because of operating on leased Government land. Nevertheless, some businessmen have secured loans regardless of this alleged difficulty. In discussing the question with a banker in a city adjacent to one of the lakes, he stated that loans are more often determined on the capabilities of the

applicant than on the question of land ownership; however, the remaining time on a lease is considered, particularly when no provision is made for renewal. 'If the man has collateral and is a good risk, we do make loans on leased land.'

There is a possibility that bankers may use the fact that a business is located on "leased land" as a means of refusing unsatisfactory risks. Some businessmen would not be able to secure a loan even if the business were situated on "fee simple" land.

FINANCING METHODS OF STATES AND OTHER NONFEDERAL PROGRAMS

(NOTE—Donald O. Loomis did the field work and wrote the reports for the sections in this chapter dealing with Kentucky, Indiana, New York, New Hampshire, Oglebay Park at Wheeling, West Virginia, and the Muskingum Conservancy District. Arthur L. Moore contributed the sections on West Virginia and Oklahoma.)

Kentucky: Expansion Based on Bond Issues

Kentucky during the next few years will be a proving ground for one way of managing a park system and one way of expanding that system's facilities to serve citizen needs and to expand the tourist trade as a benefit to the State's economy.

Kentucky's citizens in the fall of 1960 voted a \$100 million general obligation bond issue—\$10 million of which is to be spent on capital improvements in the State parks.

The proceeds from the sale of the bonds will be spent quickly. The Department of Parks had fairly detailed expansion plans in hand, partly as a result of plans compiled in 1957 for a proposed \$3,100,000 revenue bond issue which did not materialize.

The \$10 million to be spent on capital improvements in 1961 and 1962 will about double the amount invested in facilities since the end of World War II. It should be noted that the voters approved a single proposition containing \$90 million for highways and \$10 million for parks. The consensus is that if the park proposition had been listed separately it would have been defeated.

All told, some 29 State parks, shrines, and memorials are to be improved, expanded, or developed from the \$8 million already earmarked for specific projects (\$2 million has been earmarked "for future projects").^{1/}

In 1960, existing facilities at these locations showed revenues of \$2,100,000 and expenditures of \$2,400,000, for operation and maintenance.

The park system offers a variety of outdoor environment. Some are based on man-made lakes of the Tennessee Valley Authority and the Army Corps of Engineers (Kentucky Dam Village, Kentucky Lake, Lake Cumberland, Buckhorn Lake, Rough River). Some are based on natural wonders (Carter Caves, Cumberland Falls, Natural Bridge). There are also shrines and memorials (My Old Kentucky Home, Jefferson Davis Monument, Lincoln's Birthplace).

The entire \$10 million available is likely to be committed to specific projects by 1962. But over and above this, the State has authority to issue—and is planning to issue—State park revenue bonds amounting to \$3,500,000 to \$5 million as soon as the \$10 mil-

lion present expansion program is completed. In other words, the State will invest \$13,500,000 to \$15 million in parks and facilities over the next few years.^{1/}

The large parks with lodges, restaurants, and cottages are by far the largest revenue producers now. In 1960, for instance, the four largest parks produced revenues of more than \$1,300,000 or about two-thirds of the total receipts of the entire park system. (See table 20).

Luring the tourist and vacationer

In describing what he termed "the greatest parks expansion and construction program ever undertaken by any State at any time," Governor Bert Combs, in December 1960, said that the park system when completed "is going to prove a moneymaker for the people of Kentucky and at the same time it is going to improve the quality of living for the people of our State."

The importance of tourism to Kentucky's economy was highlighted in a study submitted to the State in December 1960.^{2/} In this report, Dr. Lewis C. Copeland, of the University of Tennessee, estimated the following for 1959:

Expenditures for all travel	\$ 269,000,000
Expenditures by out-of-State	
travelers.	180,000,000
Vacation and recreation travel	127,000,000
Business travel	53,000,000
Personal income attributed	
to out-of-Staters	54,600,000
State revenue attributed to	
out-of-Staters	11,700,000

About 60 percent of the overnight visitors to the big State parks are out-of-Staters. Kentucky parks are within an easy day's drive of such cities as Chicago, St. Louis, Cincinnati, Indianapolis, Memphis, Knoxville, Evansville, and Huntington, in addition to the Kentucky cities of Louisville, Lexington, Covington, and Ashland. A major task of Kentucky park officials is to catch and hold longer the north-south tourist trade that crisscrosses the State en route to Florida and other southern resort areas in increasing numbers.

Building new parks

Kentucky's first round of new investment in facilities calls for development of two completely developed vacation parks: Buckhorn Lake and Rough River Dam, both on Corps of Engineer flood control reservoirs.

^{1/}Sources include top officials of the Department of Parks, particularly M. L. Peace; budget documents and State publications.

^{2/}"Kentucky's Growing Tourist and Travel Business," Division of Tourist and Travel Promotion, Frankfort, Ky.

Table 20 Kentucky's four largest operations
[receipts and expenditures summary for fiscal year 1959-60]

	Cumberland Falls	Kentucky Lake	Cumberland Lake	Kentucky Dam Village
Receipts Total.....	\$420,837	\$339,959	\$80,021	\$448,792
Accommodations.....	145,182	146,280	46,623	139,083
Food (gross receipts).....	124,702	137,811	25,011	179,768
Souvenirs.....	63,832	15,678	1,951	47,446
Other sales.....	31,092	22,306	825	63,877
Camping.....	7,662	.....	.....	.....
Bathhouse.....	660	2,692	.....	1,974
Golf.....	.....	.....	.....	33,936
Concessions.....	.....	.....	4,593	15,451
All other.....	47,707	15,192	1,018	7,257
Expenditures total.....	397,997	294,991	97,227	563,601
Salaries.....	156,505	145,197	46,117	256,519
Purchases.....	118,329	86,276	18,979	191,897
All other.....	123,163	63,518	32,131	115,185
Surplus or deficit.....	+ 22,840	+ 44,968	- 17,206	- 74,809

Source: Kentucky Department of Parks.

These new parks are estimated to cost between \$650,000 and \$785,000 each.

Among the major items of cost at each park are these:

Lodge (25 rooms, dining rooms for 100 to 200)	\$ 250,000
Cottages (10).....	80,000
Swimming pools	20,000 and 80,000
Golf course	75,000
Utilities.....	75,000
Bathhouse and beach	50,000
Boat dock.....	40,000
Parking	30,000
Picnic area.....	30,000
Camping area	30,000
Service building.....	25,000
Superintendent's house	15,000
Facilities for TV.....	5,000

Two other new parks are getting major investment of this character, but without the lodge dining-room facility. Greenbo Lake facilities will include a camping area with central building, picnic area, 10 cottages, 9-hole golf course, and boat dock at an estimated cost of \$315,000. Falmouth Lake will be developed with a boat dock, beach and bathhouse, picnic area, and tent camping area at an estimated cost of \$275,000.

Major investments broken down by type of recreational facility are shown below. These are based on proposed investments from the first-phase, \$10 million expansion.

Lodges and dining rooms.....	\$ 2,078,000
Vacation cottages	789,000
Beaches and bathhouses	455,000
Swimming pools	233,000
Picnic areas and shelters	432,000
Camping areas and facilities	290,000
Playground areas	23,000
Boat docks	345,000
Golf courses.....	372,000
Total for above facilities	5,017,000

The balance of the \$8 million already tentatively earmarked for specific projects will be invested on such items as indicated in the list below at 1 or more of the 29 parks, memorials, and shrines in the system:

Museum	Diorama
Parking areas	Miniature golf course
Utilities and toilets	Warehouse
Trails and steps	Incinerator
Service buildings	Landscaping
Visitors' center	Amphitheater
Monument renovation	Sign program
Central TV antenna	

As a result of this burst of expansion and modernization, Kentucky promises that by 1962:

Every vacation park will have safe and modern swimming facilities.

Every major park with an accessible waterfront will have a boat dock and facilities for launching and water skiing.

Fifteen parks will have riding stables or access to saddle horses.

Eleven parks will have golf courses.

Fourteen parks will have modern tent-camping areas.

Every tent-camping area will have a central service building, with restrooms and showers, as well as grills, water, and electrical outlets. Eight new lodges and dining rooms will bring to 11 the number of parks with hotel-like facilities, with 336 rooms for overnight patrons. New vacation cottages will be built at 9 parks, bringing to 14 the number offering this type of service.

Every park will have picnic areas, and 16 parks will have picnic shelters.

Second phase: expansion from revenue bonds

Since the funds anticipated from the revenue bond issue are still at least 2 years away, plans for their allocation are necessarily quite tentative and preliminary. Nevertheless, under consideration are additions along these lines at five existing State parks:

Three new lodges, totaling 100 rooms, each lodge with dining facilities, an addition of 50 rooms to an existing lodge, and construction of 27 new cottages at three parks.

These facilities would cost an estimated \$2 million, leaving a minimum of \$1,500,000 in addition to be drawn upon (assuming a \$3,500,000 revenue bond sale) or \$3 million (assuming a \$5 million revenue bond issue).

In summary, here is the list of facilities as projected for the park system when its expansion program is complete:

	Now	Upon completion
Parks offering:		
Lodges and dining rooms . . .	6	11
Cottages	12	14
Swimming facilities	15	16
Riding stables	8	15
Boat docks	13	16
Golf courses	5	11
Camping	9	14

Operative method

Kentucky operates its own park facilities from top to bottom, with relatively minor exceptions. All parks and facilities are manned by State employees and managed by State employees paid from appropriated funds. Among the exceptions in 1961 are three boat dock concessions at Kentucky Dam Village and Kentucky Lake (which pay 12 percent on their gross receipts). Until recently some campgrounds had been operated under concessions but these arrangements were terminated and concessionaires are not being considered in connection with the facilities to be operated under the expansion program.

Up until a few years ago, park receipts went into a revolving fund which was drawn on for operating expenses; in addition, the legislature customarily appropriated about \$275,000 a year to fill the gap between expenditures and receipts.

At present, all receipts go into the State's general fund, and the legislature appropriates for all park

expenditures as it does for other departments of the government.

A partial listing of rates and charges for accommodations and facilities follows:

Lodge rooms	\$5-10 per day
Lodge cottages	12 per day
Housekeeping cottages	60-120 per week
Tent sites	1 per day
Trailer sites	1 per day
Golf, 18 holes	1.50

In general, rates are geared to a fairly common policy: they are kept at a level that will be attractive to users without drawing customers from private suppliers of the same services.

Table 21 Receipts and expenditures by source
[Kentucky's four largest operations]

		Percent
Receipts total	\$1,329,609	100
Accommodations	477,168	36
Food	467,292	35
Souvenirs	128,907	10
Other sales	118,100	9
All other receipts	138,142	10
Expenditures total	1,353,816	100
Salaries	604,338	46
Purchases	415,481	30
All other	333,997	24

Source: Kentucky Department of Parks

There never has been a policy that the parks should pay for themselves, and the record of the legislature has been consistent in voting appropriations to make up the operating deficit of the park system.

The overall receipts and expenditures record of the two most recent fiscal years shows:

	FY 1958-59	FY 1959-60
Receipts from operations	\$2,216,797	\$2,098,085
Expenditures for operation	2,409,091	2,462,984
Deficit	192,294	364,899

Indiana: The Key is Operating Income

Unlike Kentucky, which is looking to borrowed money for park expansion, Indiana is hoping legislative appropriations will supply the necessary funds. But for many years there has been heavy reliance on operating income produced by fees and charges made for services.

Indiana has 20 State parks scattered from border to border. The park system's 43,980 acres place it 17th in the list of States in order of acreage. But

Indiana stands sixth with respect to overnight use of camping, hotel, and lodge accommodations in State parks, according to most recent figures.

A wide variety of recreational activities is offered. Here is a rundown by number of parks:

Archery	4
Boating.	9
Camping.	16
Cycling.	6
Fishing.	19
Hiking	19
Horseback riding	10
Museum	3
Naturalist.	8
Picnicking	20
Swimming.	14
Tennis, other games.	3
Water skiing	1
Wildlife exhibit	4

Indiana operates its parks, but has 1-year contracts with concessionaires for the management of five inns, lodges or pavilions, and summer season contracts (4 to 7 months) for the management of four others. Concessionaires pay the State fees of varying percentages on gross receipts from rentals and sales. There is a ceiling on their compensation under the terms of the contract.

The State park system generated receipts during the 1959-60 fiscal year of \$1,200,000 3/ of this total; \$240,578 came from State operated facilities, \$464,968 from the admission fee of 20¢ per person and 20¢ per automobile, and \$168,953 from other sources. (See table 22.) Thus admission fees produce about 42 percent of total revenues; State operations about 20 percent; and concessionaires' fees about 32 percent. These three sources furnish 94 percent of the system's annual receipts.

Financing expansion

For year-by-year operations, the State park receipts are paid into a revolving fund called the "conservation rotary fund." This fund is drawn on for operations and maintenance. The legislature appropriates sums for these purposes and for expansion and improvement of facilities.

Indiana's most recent experience in expanding its facilities involves Chain O'Lakes State Park, in the northeastern corner of the State. It was dedicated June 12, 1960. Financing for the park began in 1946; under a "joint county park law," three counties assessed a 1-mill levy with which to purchase land bordering the chain of nine natural lakes totaling about 180 acres of water.

The levy was effective only a single year, and the largest part of the resulting revenue was in escrow under court injunction until 1956. The amount involved—\$248,575—purchased 1,183 acres, or about half the 2,200 acres the park will eventually contain.

^{3/}Sources are primarily the annual report of the Division of Parks, 1959-60, and interviews with Kenneth R. Cougill, Director.

The 1959 legislature appropriated \$300,000 for land acquisition, of the \$500,000 asked. The 1961 legislature was asked for \$250,000 to continue land acquisition, and \$124,000 for initial development, including bathhouse, roads, parking areas, campground, and picnic areas. No development funds were approved, but \$200,000 was voted for land acquisition.

The Division of Parks at the close of the 1959-60 fiscal year prepared an unusually comprehensive report on the park system, showing increased use of various facilities, the revenue sources, and proposing a program of expansion and modernization. The amount proposed was \$2,253,000 in capital requests, and \$212,000 for needed repairs and improvements.

Basically, the plan called for developing one new park (Chain O'Lakes, \$374,000), the development of the east end of Indiana Dunes State Park on Lake Michigan (\$535,000), and a start on developing Racoon Lake (\$176,500).

Otherwise, the funds were to be used for modernizing existing facilities: air-conditioning guest rooms, dining rooms, and lobbies of inns; replacing furniture; building swimming pools, and refurbishing beaches. Campgrounds, parking areas, and roads were provided for.

Here are some of the sums proposed, by kind of expenditure:

Camping	\$296,000
Roads, parking.	137,500
Utilities	90,000
Land	405,000
Beaches, swimming.	250,000
Picnic areas	83,000
Inn modernization.	383,200
General repairs	212,000

These items total about \$1,800,000 of the \$2,500,000 sought for parks and inns.

The legislature turned down the capital investment program. Further, it did not appropriate any funds for park operation and maintenance, over and above the revolving fund supplied by park revenues. This requires the system (including parks, memorials, and inns) to operate within the limits fixed by the system's own revenues for the fiscal years 1961-62, and 1962-63.

There is one exception to this: the legislature approved \$200,000 per year (1961-63) for land acquisition and minor improvements, some of which will be used at the new Chain O'Lakes Park, and at Racoon Lake recreation area, on a Corps of Engineers reservoir.

The State has its own Indiana Outdoor Recreation Resources Review Commission, and in January 1962 a 10-year program for the development of Indiana's parks is scheduled for public presentation and discussion. The following year, in January 1963, park officials are considering submission of perhaps a 6-year program as the first leg of the 10-year version. This might run to \$5 million or thereabouts, in capital costs. Thus far there are no plans or proposals for financing such a long-range program other than through the method followed in the past—appropriations from the legislature.

The concessionaires

Under Indiana's concession arrangement for its nine inns, the State provides all equipment and facilities except for inventories of food and merchandise. The manager, if the inn is open year-round, is under a 12-month contract which specifies a maximum "licensee net income"; the same is true of the seasonal contracts for summer operations. Year-round contracts fix maximums of from \$8,000 to \$11,000; shorter term contracts range from \$2,000 to \$8,500. The contracts call for the following license fees to the State based on gross receipts:

	Percent
Food	2.5
Gift sales	15
Counter sales	10
Rooms, cabins, equipment rentals ..	10-45
Gasoline, dance tickets	10
Maintenance charge on total gross receipts	2.5
Other income	10-15

For an illustration of how this arrangement works out, see table 23 on Turkey Run Inn.

As indicated in table 22, concessionaire payments from all parks, inns, and memorials totaled \$356,805 in 1959-60, of which "major fees from inns" contributed about 75 percent.

The concessionaire, at the beginning of his contract, may need from \$7,000 to \$8,000 in cash or credit with which to purchase inventories and supplies and to pay salaries, until such time as receipts from the operation put enough cash into his account to finance operations on a continuing basis.

In general, getting this kind of loan, if needed, is no problem. The inns are known moneymakers whose financial records are kept in detail. They are operations known to local bankers who have no hesitation in considering such a loan merely because the applicant is a concessionaire with a 1-year contract, or less. State officials concede that most years, most concessionaires earn their maximum.

Concessionaires are under quite close and continual supervision and guidance. State officials fix prices, control the service, and can pretty much control the results of an operation.

The seven page contract under which concessionaires operate has not been changed in 10 years. Besides specifying the license fee percentages, and the terms of payment, the contract calls for the State to furnish the permanent equipment; obliges the licensee to maintain the equipment; spells out the State's right to approve any changes in prices, rates, or charges; one clause fixes a \$225 per month ceiling on salaries paid; another bans the hiring of relatives without consent of the State; and there are provisions covering the payment of Federal and State taxes, and the like.

Table 22 Indiana earnings from operations

[State parks, inns, and memorials]

	Fiscal year 1958-59	Fiscal year 1959-60
State: operated facilities.....	\$238,477	\$240,578
Bathhouse and pool	64,115	60,938
Boat rentals and licenses.....	36,102	33,531
Family cabins.....	23,849	24,997
Campgrounds.....	44,107	54,618
Group camps.....	43,913	40,520
Cave trips.....	8,644	9,711
Toboggan.....	5,112	5,033
All other	12,635	11,230
Entrance fees.....	388,267	464,968
Persons (under 12 are free) ...	290,763	348,013
Autos.....	97,504	116,955
Miscellaneous sales and rentals...	30,923	33,878
Water sold to town of Nashville	6,881	8,197
Publications	10,567	9,677
Rent of cottages.....	4,775	4,800
All other	8,700	11,204
Concessionaires payments.....	348,482	356,805
Major fees from nine inns.....	272,601	273,144
Minor rents	31,676	35,926
Maintenance fee.....	26,632	26,315
Saddle barn.....	11,365	14,960
All other	6,208	6,460
Grand total revenues.....	1,006,149	1,096,229

Source: Division of State Parks annual report, 1959-60

Table 23 Turkey Run Inn operations
(profit and loss statement, calendar year 1960)

	Percent to State	Sales	Cost of goods	Gross profit
Room rentals ...	30.0	\$ 88,872	.....	\$ 88,872
Food	2.5	140,875	\$52,278	88,597
Counter sales...	10.0	8,719	6,886	1,833
Gift shop.....	15.0	12,793	6,912	5,881
Snack bar	10.0	11,303	5,704	5,599
Totals* .....	.....	272,014	72,020	199,993
Total direct expenses, including fees to State ...				\$176,460
Operating profit				23,533
Manager's salary (maximum allowed)				10,000
Net to State from profit.....				13,533
Concessionaire fees				38,449
Maintenance fee				6,774
Total income to State				58,756

*Columns will not add; only major sources listed.

Source: Division of State Parks annual report, 1959-60.

Table 24 Income and expenditures of two key Indiana funds

[Fiscal year 1959-60]

	Chain O'Lakes development	Conservation rotary fund
Balance July 1, 1959.....	\$6,430	\$107,039
Appropriations	300,000	.....
Earned income .....	.....	1,232,095
Total funds available	306,430	1,339,134
Actual expenditures.....	138,586	1,017,427
Balance June 30, 1960	167,844	321,707
Summary of expenditures:		
Personal service	45	739,984
Other services .....	.....	17,650
Services by contract .....	.....	25,229
Materials, supplies, parts.....	686	72,712
Equipment.....	.....	62,366
Land and structures.....	137,855	91,934
Grants, subsidies, refunds.....	.....	7,552
Total	138,586	1,017,427

Source: Division of State Parks Annual Report.

Table 25 Schedule of Indiana fees and charges

Admission (under 12 free)	\$0.20
Vehicles	.20
Boats:	
State-owned	per day 2.00
Launching permit.....	per day .25
Docking fees	per month 5.00
Concession boat rides	1.00- 2.00
Motor rentals	per hour 1.00- 2.00
Saddle horses	per hour 1.00- 1.75
Bicycles	per hour .50- .75
Buggy rides	per person per hour 1.00
Swimming pools (no charge at beaches)	.25
Ski rentals	per hour 1.00
Ice skates.....	per hour .50
Cabins—family housekeeping.....	per week 21.00-35.00
Cabins—primitive	per day 1.50
Camping site	per day .50
Trailer site	per day .50
Electricity	per day .25
Group camps.....	per person per day .35
Dining hall—recreation building	per day 7.50
Inns	
American plan—three meals	per day 7.25- 9.50
Rooms	per day 3.25- 5.50

Source: Division of State Parks.

New York State: Outdoor Recreation on the Grand Scale

Harassed park administrators of other States have long looked to New York as a model of what can be accomplished for parks and recreation where the people, the legislature, and the executive department

of government unite behind a broad and farsighted program. Exceptionally able and strong-willed men have helped give the New York system its outstanding characteristics: Its stress on generous annual appropriations, its strong tradition against commercialism, its relative freedom from political harassment.

The New York system is unique for a number of reasons but particularly for its size and for the organization structure by which it is operated.

For the year, 1960, New York's expenditures for its parks totaled about \$17,500,000, of which \$5,500,000 was for capital improvements and the balance for maintenance and operation. The \$17,500,000 total is about one-fifth of all park spending by all the 50 States for 1960, according to figures compiled by the National Park Service.

Just one of New York's nine regional authorities, the Long Island State Parks Commission, had expenditures of \$7,600,000—a sum larger than that of any other State except California.

The New York park system got its start in the 1920's when Governor Alfred E. Smith threw his support behind a State park plan. Enacted into law, it became the basis for the present system and established the basic State policies regarding financing and operations. It created the organizational structure for park operations that underlies its strength today.

The State is divided into 10 regions, 9 of which are under the authority of unpaid commissioners who serve overlapping terms. Members include outstanding citizens from the region itself—businessmen, bankers, editors, and the like. The 10th region, the Forest Preserve Region, is administered directly by the Division of Lands and Forests. Its major responsibility is the 2,200,000 acre Adirondack Forest Preserve.

Each of the nine commissions is represented on the State Council of Parks, which is the keystone of the organizational structure. The Council fixes overall policies, prepares the statewide budget for submission to the Department of Conservation and the legislature, and coordinates the policies and practices of the regional commissions. The regional commissions, however, exercise wide discretion over their own parks.

In operation, this system has made for a maximum of flexibility in adapting regional operations to needs without the necessity of clearing all matters with a central authority at the State capital. The commissions have wide authority in creating rules and regulations, fixing fees and charges, in acquisition of lands, and in developing parks—subject, of course, to overall State policy and budget controls.

Both Republican and Democratic Governors since Governor Smith's day have supported the system and maintained its integrity. The legislature has supported the parks and their expansion through appropriations. The ideal has been service to the public grounded on the conviction that enjoyment of outdoor recreation is a citizen's right and that this right has a claim on a share of the public purse.

Users of facilities pay for a variety of services, partly as a revenue measure, but also as a device to enhance public respect for the facilities being used. There is no significant pressure, either from the

politicians or the public to make the parks self-supporting as there often is in smaller States. Thus in a year when park expenditures exceed \$17 million, revenues from operations run only \$3 million plus. Attendance is more than 30 million per year.

The regional commission structure has produced remarkable freedom from political patronage pressures, which in turn has allowed the development of staffs of dedicated and highly professional administrators. This has also made it possible to ward off pressures for a more commercial approach to park development and operations.

While political considerations are inevitable in operating any public institution in New York, these pressures have helped to stimulate expansion and development of the essentially nonpartisan park system.

Probably no stronger indication of public support can be found than the approval in the fall of 1960 of a \$75 million bond issue for the acquisition of park and recreation land. This dramatic step provides an example of vigorous government action at a time when potential outdoor recreation sites are shrinking under pressures of the population explosion, the surge to the suburbs, and the land demands of high construction.

The \$75 million program grew out of a survey of State outdoor recreation resources and needs conducted by the Conservation Department, followed by a special message from Governor Nelson Rockefeller, approval by the legislature, and finally approval by the voters.

The funds will provide \$20 million to acquire land for State parks, and \$15 million for other recreation land; \$12 million for New York City, \$12 million for cities, other than New York, and \$16 million for counties and villages. The \$40 million for cities, counties, and villages is a matching grant. State funds may be used for only 75 percent of the cost of land acquired.

Approval of the bond issue also provided for the creation of a special account into which will be paid all revenues from user fees and other charges collected by State parks and other recreational facilities. These funds are to be earmarked for paying the interest and principal on the land acquisition bonds.

There is every reason to expect development of lands acquired under this program. In fact, it can be taken as an axiom that park and recreation land once acquired creates pressures for its use and development. The rate of development, of course, depends on many factors, but the first step of acquiring suitable open space for recreation is probably the longest and most significant of the many steps necessary to completion of a fully developed facility.

Finger Lakes regional parks

Because of the magnitude and variety of the New York State parks, we have chosen to treat in some detail only the Finger Lakes region. The Finger

Lakes Parks compare in many respects with the characteristics of parks found in other States.

The authority of the Finger Lakes Parks Commission covers four parks on the Finger Lakes, a beach-park on Lake Ontario, and six other parks. Many parks are based on scenic attractions as their names indicate: Watkins Glen, Buttermilk Falls, Taughannock Falls, Fillmore Glen.

The parks are easily reached by both New York residents and out-of-Staters. All are within an hour or two by car from the New York State Thruway. In the region itself are such cities as Ithaca, Elmira, Geneva, Auburn, and Corning. Close by are such major cities as Rochester and Syracuse; vacationers from New York City on the one hand and Buffalo on the other, have no difficulty reaching any Finger Lakes Park in a day's drive.

The parks offer overnight accommodations in vacation cabins, and tent and trailer sites, as well as group camps, bathing at beaches or swimming pools, boating, picnicking, fishing, hiking, playgrounds, and tennis. They range in size from the 143-acre Seneca Lake State Park (which until recently was a municipal park of the city of Geneva) to the as yet undeveloped 1,251 acre Sampson State Park.

Park revenues run about \$250,000 per year, all of which go into the State's general fund. Appropriations from the New York Legislature have run around \$750,000 per year. In other words, receipts are about one-third of expenditures.^{4/}

Park attendance runs around 1,700,000 to 1,800,000 per year.

The seven-man commission has the authority to make and enforce operating rules and regulations, including fixing fees and charges. The present commission consists of a lawyer, two manufacturers, a banker, a newspaper editor, a department store owner, and a fuel dealer.

The commission follows general policies laid down by the State. Users should pay reasonable charges for services rendered, the parks should be uncluttered by commercialism, and their scenic and natural values preserved to the maximum.

While all New York parks are open to the public without admission charges, there is one basic user charge that applies pretty much across the board—the 50¢ parking fee. In addition, upstate commissions are trying to come to some uniformity on fees for tents and trailers, since variations in charges have brought complaints.

Revenues may be more important in the future of New York State park development than they have been in the past, in line with the rising interest of recreation administrators everywhere in user charges. The standard parking fee of 50¢ produces about half the revenue of the Finger Lakes Parks.

^{4/}Sources include interviews with Donald E. Ryan, General Manager; H. Eugene Sission, Park Maintenance Supervisor; annual reports, and other publications of the Commission.

Taking Taughannock Falls State Park as an example, here is what fees produced in recent years:

	Fiscal year 1960	Fiscal year 1961
Bathing total	\$2,044	\$1,488
Bathhouse fees	1,518	1,244
Locker receipts	525	243
Boating total	1,990	2,198
Passenger boat (10 percent)	298	165
Wharfage permits	1,692	2,033
Camping total	10,775	11,792
Cabin rentals	4,643	4,990
Cot and mattress	20	19
Tent sites	4,299	4,552
Trailer sites	1,696	2,060
Group camp rentals	115	170
Concession (refresh- ment stand)	2,661	2,186
Parking total	20,013	17,713
Coupon book sales	1,190	1,040
Single ticket sales	18,679	16,563
Unclassified	1,676	1,878
Total	39,159	37,255

Note: Detail in this table will not necessarily add to totals because of rounding.

Capital improvement plans

Normally, the funds approved in Albany for rehabilitation and improvements in the Finger Lakes region have run around \$35,000 to \$40,000 per year. For capital construction during the 1961-62 year, the commission received \$737,000 for four parks as follows:

Cayuga Lake: \$47,000 for the completion of a \$197,000 tent-camping area of 210 sites. This includes \$30,000 for a pedestrian underpass.

Seneca Lake: \$240,000 for boat harbor and entrance road. Estimated cost of completion is \$500,000 for docks, harbor, and land fill.

Watkins Glen: \$300,000 for swimming pool.

Sampson: \$150,000 appropriated to begin making a new State park of this Federal wartime training center recently acquired by the State. Estimated cost of development over first 5 years is \$1,115,000.

The Finger Lakes commission has laid out a 5-year park program which looks ahead to a balanced development of its existing and potential facilities.

For construction and planning, the programs total \$5,200,000 ranging from \$800,000 to \$1,277,000 per year. Adding in about \$180,000 per year for rehabilitation, improvements, and equipment in existing facilities, the package comes to \$6,300,000.

One force for the development of parks is the acquisition of land. As soon as new park areas are in public ownership, there is an immediate interest as to when facilities will be provided for public use.

Many factors influence the development of new areas, including progress of planning, local public pressure, interest of legislators, status of current development on older, existing parks, and the actual present need on new areas.

At Sampson State Park, which was acquired in 1960, there was considerable local controversy since many had hoped that industry could be attracted to the area. Soon after acquiring title on October 15, 1960, arrangements were made to have a master plan prepared by a private consultant, and the 1961 legislature appropriated \$150,000 to commence development.

Finger Lakes region funds from the State's \$75 million will come to \$800,000 for land acquisition. Already, the commission has two sites in mind: about 400 acres on Keuka Lake, and about 450 acres at Chimney Bluffs. The development cost of these sites—if acquired—would add about \$1 million to investment under the 5-year development program.

Besides acquiring land for two additional parks, the commission would use part of its allocation to add to three existing parks: Fair Haven, Taughannock Falls, and Watkins Glen.

Minor role for concessionaires

Concession revenues comprise a small portion of the total revenues from Finger Lakes Parks.

All concessions are let on a bid basis. Bids are invited on a 1-year or 3-year basis. Bids may be a flat fee or a percentage of gross sales. The income to the park system is relatively small, as can be seen from these examples: Buttermilk Falls, \$150 per year; Watkins Glen, 6.5 percent of gross; Fair Haven, 23 percent of gross (considered too high); Fillmore Glenn, \$80 per year; Robert H. Treman, 11 percent of gross.

In all cases, the park supplies the refreshment stand or building; the concessionaire must supply all equipment.

New Hampshire: A Self-Support System

New Hampshire's State parks system has many unique features—its attraction to vacationers and sightseers from New England and the Middle Atlantic States; its year-round operation of two parks with winter ski facilities; its internal accounting policies requiring allocation of principal and interest on bonds to capital improvements in each park; the division of its parks into "self-supporting" and "public service" parks.

Parkways, thruways, and turnpikes bring New Hampshire's recreation facilities within a day's drive of Boston, New York, and cities as far south as Philadelphia, or even Washington, D. C. Its attractions are scenic wonders such as Franconia Notch, the Old Man of the Mountain, the Flume, aerial tramways and lifts, along with parks that offer fishing, boating, swimming, and camping.

The estimated attendance for calendar 1960 was more than two million. Tourism and recreation are important to the State's economy, ranking third behind agriculture and manufacturing. The State Park system is run on a business-like basis, with the legislature

keeping a sharp eye on income as against expenses. In general, revenues from the parks are expected to balance off expenses, including yearly payments of principal and interest on bonds which finance expansion of the park facilities. 5/

Capital improvements from 1941 to 1959 totaled \$2,754,270; of this amount \$2,287,157 represents appropriations based on bond issues which the park facilities must pay off, principal and interest. These are not revenue bonds per se, but State budget policy enforces a revenue-expense balance.

Thus for 1960, the profit and loss statement for the recreation division shows the following:

Total income	\$1,087,909.98
Total operating expenses	991,900.99
Net operating profit	96,008.99
Less	
Bonds & interest	120,417.50
O.A.S.I. & retirement	10,828.94
Net loss	35,237.45

Maintenance and improvement projects that cost more than \$5,000 become capital projects and can be amortized over more than 1 year; projects costing less than \$5,000 are charged off as an expense. Furthermore, most equipment purchases are charged off as expense, regardless of cost, and not amortized.

The charges prorated to the various parks vary widely.

Bear Brook, with operating income of \$35,788 in 1960, showed a net loss of \$18,906, including \$3,332 of prorated charges for bonds and interest.

Franconia Notch, on the other hand, showed income of \$576,880, operating profit of \$216,045, and a net profit of \$142,795 after deductions of \$42,393 for bonds and interest, and \$30,857 for merchandising overhead.

Mount Sunapee's \$234,900 of operating income turned a net profit of \$51,859 in fiscal 1960 after charges of \$45,290 for bonds and interest, and \$8,671 for merchandising overhead.

Not all costs of the recreation division are prorated to the revenue-producing facilities. The total overhead not prorated was \$175,058 in 1960, comprised of such things as the cost of the administrative office in Concord, advertising and promotion, supply depot costs, and other expenses.

The financial basis of this relatively self-supporting system is the Franconia Notch and Mount Sunapee operations, which produce about 80 percent of the \$1 million revenues of the entire park system. The major sources of income in these two parks are ski lifts and tows, which produced 44 percent of all State park income, and store sales (sales minus cost of goods sold), which produced 25 percent of the total income from all parks.

Other sources of revenue are important, including admission charges, sightseeing admissions, and

camping. Here is how these sources of revenue compared in 1960:

	Percent	
Lifts and tows	44	\$479,414
Store sales (minus cost of goods)	25	276,926
Service charges and admission	18	194,285
Camping	6	64,893
Other	7	71,534
Total	100	\$1,087,052

Overnight accommodations are limited to tent and trailer sites; cabins and lodge-type accommodations have no part in the State's operations, but are left entirely to private suppliers—of which there is an abundance. (In this connection, it is interesting to note that the recreation division's pamphlet, "Camping Areas in New Hampshire," lists 8 camping areas in State parks, 14 in the Federal White Mountain National Forest, and 52 operated privately.)

The merchandiser

Probably unique in recreation operations is the post of Merchandiser, created about 10 years ago to take charge of the retailing of food, souvenirs, and the like at all parks. This official has 24 stores in his chain, including 7 at Franconia Notch. For the entire operation, sales in fiscal 1960 totaled \$577,000; cost of goods was \$300,700; the margin from which to pay wages, other expenses, and overhead was \$276,300.

The Merchandiser had an inventory at the beginning of the 1961 summer season of \$282,000 consisting of, among other things, some 3,000 souvenir items. Under special legislation, he is exempted from the State's general law on purchases, which gives him independent judgment on the selection of items for resale. He supervises display of merchandise and prices it. Souvenirs vary from post cards through story books, New Hampshire semicraft items, foreign imports, and specially-developed souvenirs.

Illustration: Mount Sunapee

Mount Sunapee, now the State's second largest operation, got its real start in 1945 with \$375,000 for clearing of ski trails and its chair lift. Since then there have been a half-dozen capital expansion projects approved for facilities for bathing, picnicking, and skiing. The record runs like this:

1945	\$375,000—ski trails, chair lift, etc. 16,000—beach
1951	4,000—rope tow
1953	150,000—T-bar ski lift
1955	31,000—beach, parking, dressing rooms
1957	32,000—ski lift 65,000—shelter building
1959	81,700—T-bar ski lift

All told, there is some \$767,600 in investments, which produced \$234,900 in revenues for fiscal 1960. In 1961, the last of the prorated charges from the original \$375,000 bond issue were paid off.

^{5/}Sources include interviews with Russell B. Tobey, Director of State Parks; Raymond H. LaChance, accountant; budget documents; parks reference handbook.

Here is how the receipts run by source:

Service charges (beach, picnic)	\$9,663
Lifts and tows	171,556
Camping	1,310
Store sales (minus cost of goods)	48,664
Rentals (skis, etc.)	665
Other	3,040
Total	\$234,898

The seasonal swing of revenues is indicated by the fact that the four big summer and fall months at Mount Sunapee produced about \$91,000 in income—while the four big winter months produced \$230,000.

New Hampshire expansion

As a result of action by the 1961 legislature, New Hampshire's parks are to benefit from a \$9 million expansion and development program. As this report was written, the program's specific projects had not yet been determined.

The expansion program resulted from the Governor's request for a 10-year program of park development, which the Division of Recreation produced. This carried a price tag of \$10 to \$11 million. The \$10 million total was approved, except that \$1 million is to be allocated to the encouragement of private recreation facilities. This part of the program was given to the State commission whose main responsibility up to this time had been the development of industrial parks to lure industry to the State.

The \$9 million to be invested in the parks is expected to double the State's day-use facilities.

The new investment will be added to a capital plant that is appraised as follows:

Equipment	\$ 5,700,373
Land	3,042,650
Buildings	3,820,860
Highways	1,370,750
Total	\$13,934,633

Reorganization

New Hampshire's five-man Forestry and Recreation Commission, which has wide powers over the park system, is being reorganized out of existence. The Commission, which serves without compensation, appointed the Director of Recreation, purchased park and recreational sites, made the rules and regulations, and fixed fees—all with the approval of the Governor.

Now, a new Department of Resources and Economic Development is being created, with a single Commissioner at the head. The department will include the present Division of Recreation, plus others for forestry, promotion, planning, and economic development.

West Virginia: Building a Recreation Industry

West Virginia looks forward to the time when her mountains, rivers, and forests will attract enough visitors annually to be a major factor in ending the State's long history of economic troubles.

A population concentration of 27,557,000 persons lives within 150 miles of West Virginia.^{6/} The executive branch of the State government and the State legislature have been working together in recent years, laying the groundwork for the State's present lively recreation business and preparing the way for other steps in the future.

The recreation story in West Virginia's State parks falls into two parts. The story begins in the days of the great depression of the 1930's when the Civilian Conservation Corps constructed some 100 cabins and a few swimming pools in State parks. These cabins were rented and maintained by the State.

The West Virginia constitution prohibits a deficit in the State budget. To make certain that enough appropriated funds were always on hand to meet obligations, the executive branch would estimate expenses perhaps 2 or 3 percent above actual expectations. In years when all went well, there would be funds left unspent at the end of the year. These funds—never large—would be drawn on for capital improvements with parks sharing a small part occasionally along with State institutions, schools, and other needs.

It became apparent to officials that the State could not take real advantage of its recreation resources at such a slow pace of development and with such a haphazard system of finance.

Many West Virginians familiar with the State's recreation program give Kermit McKeever, Chief of the State Parks Division, a major part of the credit for the next phase, which evolved in 1953-54. Under McKeever's direction, a master plan for developing revenue-producing facilities in 8 of the State's 20 parks was drawn up. A new Governor, William C. Marlin, who had campaigned on a pledge to build up the parks, gave the master plan his support. The State legislature granted authority for the issuance of bonds, to be used to construct facilities and to be retired by revenues earned by operating the facilities. A \$4,500,000 program was put into effect, with the planning firmly in the hands of the Parks Division but approved by a building contractor who had undertaken to do the construction and market the bond issue. The bonds were readily sold in 1954 and 1955; they bore a 4 percent coupon but were sold at \$92 on a face value of \$100 for an effective interest rate of 4 1/2 percent. Before the contractor went ahead, economic feasibility studies were made of the sites proposed by the Parks Division and some changes were made in the program.

Three lodges were constructed in State parks at a cost of around \$550,000 to \$600,000 each; at Blackwater Falls, Cacapon, and Mont Chateau. The latter was rated by the feasibility studies as probably the top income producer, but it has produced the least. Ninety cabins, swimming areas, and riding stables were constructed. Altogether, there are accommodations for 374 persons in the lodges and for 735 in the cabins.

^{6/}"Preliminary Plan, Recreation Resource Development for West Virginia," National Park Service, Region I, Richmond, Va., 1961.

Payments on the bonds have been met promptly. They amount to \$368,000 annually for principal and interest. The bond issue will be retired by 1980. Under the terms of the bond agreement if the annual payments cannot be met the holders of the bonds can operate the facilities. Officials believe, however, that West Virginia would not allow this to happen; the legislature, it is thought, would appropriate the necessary funds in order to maintain the State's general credit with bond purchasers.

In practice, there has not been any problem in meeting the payments. The 20 State parks among them produce somewhat more than \$500,000 a year in operating revenue. After the \$368,000 payment on the bonds, something in excess of \$130,000 is left over for operation and maintenance of the parks. Annual appropriations supply roughly another \$500,000 a year for operation and maintenance of the system.

Recreation is already important to the West Virginia economy; it brought an estimated \$290 million to the State in 1960.⁷ In 1958 it was producing an estimated \$240 million compared to \$26 million worth of timber and forest products. Since the mid-1950's recreation has been gaining at a rate of about 10 percent a year. In a State which generally has been in a depressed condition, this makes recreation a prime growth industry.

Operating philosophy

With one exception (Cacapon Lodge), the lodges and cabins in the park system are operated directly by the Parks Division. Officials prefer this system in part because if the service is poor, users complain to the State even if a concessionaire is responsible.

Eight restaurants in State-owned facilities, on the other hand, are leased to concessionaires, in common with the practice of most State park systems. They are operated under 4-year contracts, with the fee a percentage of the gross, usually close to 7 percent.

Officials do not foresee a time when the State will try to attract private capital to construct facilities. They point out that the National Park Service system, which looks largely to private investment, is based to a great extent on such spectacular natural attractions as Yosemite, the Grand Canyon, and the scenery of Glacier National Park. State park systems, including that of West Virginia, have no such attractions which would serve as a lure to private capital. This point of view is widely held among State park officials. It overlooks the rapid development of privately financed concessionaires in national forests and around Federal reservoirs the past 15 years where there often is little or no scenic attraction. A multimillion dollar marina has been constructed with private capital in a Texas State park bordering a Corps of Engineers reservoir—evidence that private capital can be induced to make substantial investments in State park facilities (see chapter 9).

West Virginia park officials have not joined the march to a greater dependence on user fees as a source of income. They still operate on the principle that entrance to parks and the use of such basic facilities as picnic grounds should be free.

⁷Ibid.

The park system has not kept up with the rapid rise of family camping in recent years. Facilities are available in three parks with a total of 73 sites. A charge of \$1 per night is made for up to four persons, with a limit of 2 weeks unless a vacancy allows a longer period. Camping sites were not included in the revenue bond expansion of the mid-1950's as they were not considered to be sufficiently income-producing. However, the rise of privately financed and operated campsites in other Eastern States in recent years shows that such operations can produce a profit.

The State—though not the Parks Division proper—is adding to its available campsites through the Emergency Employment Program, a plan devised to provide employment for some of the State's jobless. Some 12 or 15 campsites have been constructed, as well as such recreation facilities as swimming pools. These are operated by local government units.

There are no present plans for expansion of the State's facilities by issuing more revenue bonds. Officials feel the present program is all the State should undertake for the time being, though they feel a certain amount of expansion would be economic. They believe about 15 more cabins at Blackwater Falls, the State's most successful park operation in terms of income, would be feasible. They would cost about \$10,000 each and might earn about \$2,500 each in rentals per year.

Next phase of expansion

The National Park Service plan for the further recreation development of West Virginia, previously mentioned, lays out a program which would require the participation of all levels of government. It identifies nine park or park-type areas that are recommended for development either by the State or by local governments.

In addition, the development of what park professionals term "recreation areas" is urged. A recreation area may offer all the usual park activities, such as swimming, boating, hiking, picnicking, and camping; it is not called a park, however, if it lacks the element of distinctive scenery or unusual geological formation such as characterizes the traditional park. The growing use of the term reflects in part the fact that if the population of the eastern half of the country is to have adequate outdoor recreation space and facilities, areas that do not measure up to the purist definition of a park are going to have to be developed.

In the plan for West Virginia, these "recreation areas" contain anywhere from 100 acres or so up to several thousand; 16 are recommended for local government development and 16 for State development. In addition, a 400,000 acre national recreation area is recommended for development by the Federal Government in Grant, Pendleton, and Randolph Counties, to be known as Spruce Mountain.

A Federal parkway—a U. S. owned, restricted road constructed within a wide, park-like right-of-way—is recommended as one of the important factors in West Virginia's recreation future. It would run in a southerly direction from Harper's Ferry on the

Potomac River through the proposed Spruce Mountain Recreation Area.

If a program such as laid out in this study is undertaken, there will be a sharply rising demand for facilities. At the present time, the scarcity of modern roads and modern overnight accommodations is almost always cited as holding the State back.

Accommodations adjacent to Spruce Mountain, and along the proposed parkway, may be left to private enterprise to finance and construct on nearby private land. This was the policy of the Park Service in regard to the Great Smoky Mountain National Park, a somewhat analogous type of development (See chapter 4.) Thus, there may not be much development of the concession type in connection with future Park Service activities in West Virginia. There has not been much interest in commercial recreation facilities on the extensive holdings of the Forest Service in West Virginia, but if these are established it will be through the concession system, with private financing. The question of constructing more State-owned commercial-type facilities (lodges, cabins, and swimming pools chiefly) by the State Park system may not be raised in a serious way until the speed and scope of the next phase of West Virginia's recreation development can be ascertained. The plans of the Park Service for Spruce Mountain and the proposed parkway will probably set this pace.

California: Financial Policy in Transition

California operates an extensive park system with over 160 units scattered across the State. The units include outstanding natural areas such as redwoods, mountain areas, and historical sites. Beaches are particularly important. The 700,000 acres of the system are visited by over 60 million people annually.^{8/}

The State is proud of its status as a pioneer in the State park field. In 1865 before the park movement really was in existence, Congress turned the Yosemite Area over to California for a park. The area was later receded to the Federal Government to become part of the National Park System, but California can justifiably claim to be no newcomer to the State park field.

The modern State park administration dates from 1927 with the establishment of the State Park Commission by the legislature. In that year a Division of Beaches and Parks was set up within the Department of Natural Resources as the operating agency for the system under the overall policy guidance of the Commission.

The Commission is still used. It is made up of seven members appointed by the Governor and confirmed by the State Senate. Members serve for 4 years on a staggered-term basis without compensation. The Division of Beaches and Parks is headed

by a Chief appointed by the Governor, but traditionally the position has been occupied by career park executives, rather than political appointees. Positions other than the Chief are filled from the excellent California civil service system.

Under a bill passed by the legislature this year, the Department of Natural Resources is being abolished and the Division of Beaches and Parks is being moved into a new Department of Conservation. It is not anticipated that this will substantially affect the operation of the Division.

With the establishment of the Commission and the Division in 1927, the park system began a considerable growth. A bond issue was authorized in 1928 for acquisition of new lands. Donations from the public played an important role in the early expansion. Many acquisitions were on the basis of matching appropriations and donations.

Oil leases owned by the State have been one of the major sources of funds for acquisition, development, and operation of the parks. These funds were held in escrow during the tidelands oil controversy between the State and the Federal Government, but when the issue was settled in favor of the State in 1953 a large sum became available for acquisition and development. In 1956, the legislature placed a \$12 million annual limitation on transfer of funds to be used for this purpose. However, at that time the park system had a surplus in its account of over \$41 million and was able to spend this amount in addition to the \$12 million yearly allotment. In recent years oil revenues have decreased and this surplus is now exhausted. In the future additional acquisition and development funds will have to be appropriated as transfers from the oil-royalty account do not cover operating expenses.

The State is working under a 5-year master plan started in 1956 calling for expenditure of \$83 million for expansion and development. In the past 3 years some 88,000 acres have been added to the system. In 1960, Governor Edmond G. Brown instructed the State Park Commission to submit annually a continuing development, acquisition, and park-use program of not less than \$22 million a year.

The State charges fees for access to areas, picnic tables, camping sites, trailer sites, and boat-launching ramps. Fee schedules are as follows: 50¢ per automobile for day-use access in the form of a parking fee, 50¢ for the use of boat-launching facilities, 10¢ per person entering parks on foot for day-use of picnic areas, \$1.50 for trailer facilities per night, and \$1 for camping. The State also operates the tours of the Hearst Castle at San Simeon which produce considerable revenue.

During the period 1950-58, fee collection grew steadily from \$275,581 to \$1,215,611. Collections average about 18 percent of the cost of maintaining and operating the park system.^{9/}

Water-oriented activities are particularly important in the California system. As the name of the administering agency, the Division of Beaches and Parks, would imply, the provision of seashore recreation opportunities is one of its major functions. Many of the units are beaches located near major

^{8/}The material on the history and operation of the California Park System was obtained through interviews with Charles DeTurk, Chief, Division of Beaches and Parks, State of California; Elmer Aldrich, Chief, Division of Recreation, State of California; John Noll, Concessions Officers, Division of Beaches and Parks, State of California; and from pamphlets and publications of the State.

^{9/}Source: California State Department of Finance.

centers of population and serve in large measure as city beaches. Some of these have been turned over to local units of government for operation, but they are considered a part of the State park system. A very large percentage of the system's 60 million visitor-days takes place at these parks. The long beach season in southern California and the living mode of southern California are conducive to extremely heavy use.

Water activities are also significant at inland sites. Folsom Lake State Park, which is located on a reservoir near Sacramento, received 1,928,000 visitors in 1959. Water projects are very important in overall planning for the future growth of the State, and park officials seek to take part in the initial planning of these projects to ensure adequate provision for recreation as well as other benefits of the impoundments.

Forty-six percent of the land area of California is under Federal administration, and thus Federal lands play a very important part in the California outdoor recreation picture. There are 5 major areas under National Park jurisdiction and 21 national forests. These units are heavily used by the citizens of the State. There are cordial relations, but not particularly close cooperation, between the State and the Federal agencies. The Federal areas do not offer extensive beach opportunities to the centers of population, but they do offer extensive camping. There are 25,000 campsites in the State and 80 percent of these are on Federal lands.

Concessions in the park system

California uses concessionaires extensively to provide most services for park visitors. Concessionaires operate overnight accommodations, restaurants, snack bars, gas stations, gift shops, beach rentals, and marinas. The State itself customarily operates only campgrounds and trailer sites.

Most of the concession operations are small. Only two are large complexes such as those in some national parks. One, Big Sur, located on the coast between San Francisco and Los Angeles, offers full resort facilities with cabins, lodge, restaurant, bar, and stores. It is apparently enjoying a profitable operation. The other large operation is at Squaw Valley. Here the State is using the facilities built for the winter Olympics of 1960 as a State park. Most of the land is owned by the Federal Government and is administered by the Forest Service. The Forest Service leases the area to the State and the State in turn has leased the facilities to a concessionaire. The buildings were designed for dormitory living by the Olympic athletes, but are now being offered as low-cost accommodations to the public. The area is a complete winter resort with excellent skiing and winter sports. It is also being operated as a summer resort as it is near the popular Lake Tahoe region. This is the first year of concession operation, and the usual difficulties of a new operation are being experienced.

At Columbia State Historic Park, a restored mining town, there are a number of concessionaires operating restaurants, gift shops, a tavern, a grocery store, a barber shop, and a museum. These are small opera-

tions in keeping with the motif of the area as a mining town of the last century.

The other concessions of the system are largely food operations. Several of the restaurants at the major points of interest gross over \$100,000 a year, but the more common is much less. In two instances there are multiple operations by a concessionaire at more than one park, but these are not large even in aggregate.

At the beach parks, many of the concessionaires are employing a trailer-type snackbar facility. Some of these are rather elaborate, offering complete snackbar and fountain facilities without seating accommodations. They may cost as much as \$75,000. They are well suited to beach operation as they may be moved easily to other locations on the beach or away from the area entirely in the off season. These units are also particularly well suited for concession operation as they are personal, rather than real property because they are not affixed to the land. Thus the operator does not face the problem of building a permanent structure on Government property and losing title to it. This alleviates one of the major problems in the concession-financing picture.

Fees paid to the State vary rather widely with location and type of business. Most are based on a percentage of gross. Restaurants usually pay about 6 percent and gift shops around 15 percent. Some are on a flat-fee rental. The term of the contract also varies, but 5 years is common for the more substantial operations.

Concessionaire financing has not been a great problem. The State, for the most part, owns the facilities in which the concessions operate and thus concessionaires provide only operating capital. Most of the operations are small and their capital requirements can be met from personal savings, term business, loans from banks, or loans secured by other assets.

California concession philosophy

California has built its park facilities with public funds and leased them to private enterprise for operation. This has been the pattern almost without exception—State ownership and private operation.

In the past decade the parks have enjoyed a period of relative prosperity—indeed, affluence by comparison to the systems of its sister States. The funds from the oil royalties have provided a generous source of money for expansion and development. This affluence was enhanced or rather concentrated by the fact that a great amount of the funds became available at once when the funds were released from escrow at the conclusion of the tidelands oil dispute in favor of the State.

It now appears that this golden age is at an end. Funds from the oil royalty fund are not sufficient to meet the operating expenses of the system and the Parks Division must turn to the legislature for direct appropriations for operations. This is, of course, true of acquisition and development funds also.

In this situation operation and acquisition needs are given priority with the result that there are little public funds available for development. It may

be that the State will turn to private capital to supply funds for development of needed facilities.

A recent survey by the California Department of Finance recommended that private capital be used in some parks for development of needed facilities.^{10/} The principal reason which the report cites for this recommendation is the situation outlined above—the need for development and insufficient public funds available to meet the need.

The report recommends a policy to encourage and properly utilize private capital including: long-term contracts, a possessory interest for the concessionaire, State supervision of prices, and contracts awarded on the basis of negotiation.

The report was well received and was supported by the Division of Beaches and Parks. However, as of this date, little development has been undertaken under this policy. No change in statutory authority is needed. It is expected, however, that there will be an effort to attract private capital for any major development of facilities in the near future.

It is not anticipated that concessionaires working under a new policy encouraging private capital to build facilities will experience difficulty in financing. The Finance Department report considered this problem. It bases its recommendation for a strong possessory interest clause and a long-term contract on the grounds that it will make financing easier for prospective concessionaires.

Development by private concessionaires will probably not involve large-scale complexes. Few, if any, overnight accommodations are currently needed as most areas experience high day-use and are either accessible to centers of population or served by outside-the-park motels. Private development will likely continue along the pattern of the past—smaller facilities designed to provide day-use services. It is hoped that the capital needed for these facilities will be available from banks on the assets of the concessionaire.

It is difficult to predict with certainty, but all signs seem to indicate that California is on the verge of a change in its concessions policy—from that of State-built, privately operated facilities to privately built, privately operated facilities. This change will be brought about not by a change in philosophy of public administration, but by a scarcity of funds for park development. It remains to be seen whether private capital will be available to fill this need, but with high use, long seasons in many parks, and relatively small investment required, it appears that it may well be.

Oklahoma: A Note on the Pioneer Revenue Bond Issue

No State offers any finer lodge or cabin accommodations in State parks than Oklahoma. These accommodations, definitely in the luxury class, were built with the proceeds of a revenue bond issue after a successful experiment with a lodge in a single park.

^{10/}"Management Survey, Use of Private Capital State Park Facilities," Survey 1025, Organization and Cost Control Division, Department of Finance, State of California, 1959, mimeographed pamphlet.

Officials of the State government and apparently the citizens of Oklahoma regard the system of lodges and cabins as a prime asset of the State. The system unquestionably gave a strong impetus to the rise of recreation in a State that is regarded as a leader in this respect. From a strictly financial point of view, however, the revenue bonds and the facilities built with their proceeds have been the cause of some difficulty.

Interest and principal payments have been paid in full but the lodges and cabins apparently have not always generated sufficient net revenue to meet the payments without help from the legislature in the form of appropriations. Officials report that in recent years the system has been paying its own way.

The Oklahoma State park system got its start during the days of the Civilian Conservation Corps in the depression of the 1930's.^{11/} Facilities for overnight accommodations and food service were being overused, and in 1948 it was suggested that revenue bonds be issued to pay for the construction of a lodge in Lake Murray State Park. Bonds were issued in the amount of \$850,000 to pay for a 26-room lodge and 44 vacation cabins. The project was a success from the start. In the first 3 1/2 years net income was sufficient to meet the bond requirements for 5 years. Operation was in the hands of a concessionaire. Officials decided they had hit on the ideal way to provide a high-class system of lodges and cabins without cost to the taxpayer.

The engineering firm of Black and Veach was retained to study the economic feasibility of a series of lodges and cabin developments in State parks. The firm submitted a report stating that lodges at Texoma State Park, Sequoyah State Park, and Quartz Mountain State Park were feasible under certain conditions. These conditions included an interest rate at either 4 1/2 or 4 3/4 percent, no payments on the principal for 2 years after issuance of the bonds, and a 28-year period of repayment.

The legislature gave authority to the Oklahoma Planning and Resources Board (the administrative agency directing park activity) to issue up to \$25 million worth of bonds. It was decided to issue \$7,200,000 worth of bonds at 4 1/2 percent interest with a 30-year repayment period for construction of five lodges, a number of cabins, five swimming pools, and some associated facilities. Part of the \$7,200,000 was used to retire the outstanding bonds on the Lake Murray Lodge in order to bring that revenue-producer into the system. All revenues of the park system were pledged to retire the new bond issue.

It will be noted that this was a more ambitious program than that studied by the engineering firm. Five lodges, instead of the original three, were constructed. One of these, a 20-room lodge at Roman Nose Park has been a steady moneyloser.

^{11/}Dr. William H. Day of the University of Tulsa contributed a valuable memorandum on the Oklahoma park system. Background material was obtained from "Revenue Bonds for State Park and Recreation Area Development," prepared by Ernest E. Allen in cooperation with the National Conference on State Parks. Conclusions expressed in this section, however, are those of the author.—A.L.M.

A more drastic change from the feasibility study was a contraction in the repayment period. The syndicate of bond dealers that had agreed to purchase the issue pressed for a 17 1/2-year repayment period instead of the 28 years recommended in the feasibility study and the 30 years first proposed by the Planning and Resources Board. The argument of the bond syndicate was that the use of revenue bonds for recreational facilities was still largely untried and that buyers of the bonds were entitled to extra protection in the form of a shorter repayment term. Officials agreed to the 17 1/2-year term. The effect of this decision was to increase the yearly debt-service burden from \$441,000, as originally planned, to \$665,000. This meant an extra burden of \$224,000 on the program, along with an additional lodge that was destined to be a drain.

Under the terms of the act approving the bond issue, the legislature instructed park officials to turn operation of the facilities over to concessionaires. The rentals were made high enough to retire the bonds at the \$665,000 figure. There were delays in construction and instead of being opened in time to catch vacation business the first year, the facilities were first put into use late in the season. Construction details—selection of architects, contractors, decorators, etc.—were in the hands of the Planning and Resources Board. Plans followed a few years later by West Virginia and Kansas placed the entire program, from selling the bonds to completed construction, in the hands of a single firm.

As a result of the delay in opening, the park system was unable to meet the first annual payment, and the legislature voted the necessary funds.

Soon other difficulties developed, most of them apparently stemming back to the high rentals that were expected from concessionaires in order to meet the \$665,000 annual debt-service charges. One lessee, confronted with an annual rent of \$200,000, withdrew without ever attempting to operate. A management group took over this lodge and lost \$85,000 the first year. Another concessionaire showed a \$6,375 loss after 5 months during which he paid \$13,000 in rent. Still another concessionaire lost \$49,015 in 6 months. The State eventually took over operation of most of the lodges. Since 1957, only two have been operated by concessionaires.

Losses apparently continued under State operation, judging by the available data. In 1955 and 1957 the legislature made two appropriations of \$500,000 each to help defray lodge expenses. This was during the period when a late opening threw the revenue picture behind schedule. The legislature still appropriates money to meet the ordinary expenses of the State-operated lodges.

In 1959 the park system received a windfall of \$969,829 from an oil lease granted on State park lands. The sum was used for bond redemption.

Even without this unexpected sum, there has never been any question of defaulting on the bond payments. As a self-financing system, the Oklahoma lodges have had their difficulties but from the viewpoint of the bond owners, the program has been a success.

In recent years there has been a substantial rise in gross revenue from the lodges and cabins. Gross revenue was \$932,352 in 1958; \$983,069 in 1959; and

\$1,020,082 in 1960. Whether this rise is great enough to pay operating costs and meet the debt-service charge cannot be discerned from the official records. In common with most State park systems, the records do not include a net income figure as understood in ordinary accounting practice.

There are a number of conclusions that may be drawn from the Oklahoma experience.

Foremost is that the program was handicapped when officials accepted the burden of paying off the bonds in 17 1/2 years. A longer period is usually agreed to in the financing of accommodations. Revenue bonds for public recreation facilities are no longer the novelty they once were, and terms obtained by other States in recent years are more favorable in this respect.

The importance of adhering closely to a plan well thought out in advance and then tested by feasibility studies is also suggested. Feasibility studies are not infallible; in fact they can be quite wrong. But they are better than no study at all.

If faulty judgment is used in locating the lodges, or in financing, neither unrealistic rentals from concessionaires nor direct operation by the State is going to make the program self-supporting. The underlying economic principles are the same, whether operation is by private concessionaires or by the public agency.

A City Park Built on Benefactions and User Charges

Oglebay Park is a 1,000 acre, intensively used, highly developed metropolitan recreation center serving Wheeling, West Virginia, and its suburbs, as well as visitors from Pennsylvania, Ohio, and other States. It is located just outside the Wheeling city limits on West Virginia Route 88.

The park had its origins in the philanthropy of some of Wheeling's leading citizens back in the 1920's, and donations and bequests are still a factor in the park's development today, although it is felt that sources such as these can no longer be relied upon to expand facilities. The stress is now on user charges.

Oglebay's attendance is estimated at 1,250,000 visitor-days per year. Admittance to the park is free, but it is estimated that one-third of the visitors use some park facility for which a fee is charged. Presented in table 27 are revenue figures from various facilities which keep the park going year-round; they indicate the wide range of activities offered the public.

In addition, Oglebay derives revenues from such things as a summer music program with the Wheeling Symphony and outside artists; a large snackbar that serves the swimming pool, golf shop, dance floor, and club-like activities; private dining rooms in Wilson Lodge; and rental of its clubhouse for dances and meetings.

Such a listing may evoke visions of a crowded and commercial amusement park. Nothing could be further from the truth. Oglebay Park was originally a private estate, and the landscaping and placement of facilities around its rolling hills still give the appearance of an uncluttered, park-like area.

The theory on which the park is run is this: The main users of outdoor recreation are the middle-income families which now comprise such a broad percentage of the population. Since neither appropriations nor philanthropy can be counted on to support and expand facilities to meet public needs, this must be done to the maximum extent possible through user charges.

The financial background

The development and present operation of Oglebay Park reflect its origins in the civic spirit of Wheeling's wealthy men.^{12/} A special act of the legislature amended the city charter to provide for a park commission of nonpartisan members to serve without compensation. Two are appointed by the City Manager of Wheeling, and three by the Ohio Valley Board of Trade, a businessmen's organization.

The Commission, through large gifts in the 1920's and Federal work relief projects in the 1930's, has created a project valued at \$5 million. The report on the park's financial operations for 1960 shows a book value of \$2,700,000 for all the park's buildings, and \$226,991 for its recreation facilities other than buildings.

For expansion and capital improvements, the Commission in 1945 created the "Parks System Trust Fund" to receive and administer contributions—primarily for the replacement of Wilson Hall, a large multipurpose building destroyed by fire, but also for the further development of the parks administered by the Commission.

The goal of the Commissioners now is to invest money from the fund only in revenue-producing facilities which would earn enough to pay back the investment, hopefully, in 10 years. Thus the trust fund acts as a revolving fund for capital improvements.

This is the reasoning behind the largest single investment in the park—Wilson Lodge, an inn of 81 rooms, large lounges, dining rooms, and (just being completed in 1961) an auditorium to seat 800 people. (Actually, the auditorium is a multipurpose room, not a one-purpose room, thus enhancing its revenue-producing potential.)

The Park System Trust Fund advanced \$600,000 toward the cost of the \$1 million lodge; other sources of funds, including a \$200,000 bequest, were found to finance the building.

The lodge produced gross revenues in 1960 totaling \$406,000—\$274,000 from the restaurant, and \$132,000 from room rentals. Lodge operations showed an \$82,000 excess of revenues over direct operating costs in 1960—\$24,000 from the restaurant, \$58,000 from room rentals.

New facilities: lake, golf course

An example of the park's approach is the creation of a small 3-acre lake built at a cost of about \$21,000, opened for use in the winter of 1954. In 1960, the lake generated income of \$11,800 from the variety of ac-

tivities there: treadle boats, fishing for the fish with which it is continually stocked, ice skating—which does not include snackbar sales, bait sales, and such. While the margin of receipts over expenses is small, the facility brings additional users to the park, and pays for the addition of a college-trained specialist to the park's professional staff.

The next recreation facility being planned is an 18-hole, par three golf course, which is estimated will cost about \$75,000. Philanthropic funds are in sight, but not in hand. However, if other park earnings, including those of Wilson Lodge, build the trust fund sufficiently, this source might be available.

Annual receipts from the course are estimated at about \$25,000, based on 25,000 rounds at \$1 each. On the other hand, because of facilities and manpower already on hand for maintaining and operating the full-size 18-hole course, it is estimated that the par three course can be maintained and operated for about \$10,000 a year in net additional out-of-pocket costs. Thus a rather quick pay-back of the investment may be possible.

The estimates on the par three course are based on experience the park management has had with its own courses: Oglebay's full-size course sees about 60,000 nine-hole rounds played per year at 75¢ each; downtown Wheeling Park has a nine-hole course which draws 70,000 rounds a year at 75¢ per round.

Revenue bonds

The Wheeling Park Commission has already issued revenue bonds to finance the construction of an outdoor ice rink at downtown Wheeling Park. The project was backed by engineering estimates on the cost of construction and justifications for estimates of income.

Four local banks bought the 4 1/2 percent \$150,000 bond issue. However, the Federal Reserve System required the obligation of revenues other than those from the proposed rink. To meet this requirement, the net revenues from the Wheeling Park swimming pool (\$8,000) and the park refreshment stand (\$11,000) were obligated, along with the ice rink revenues.

As it turned out, the first year's operation yielded admissions about 30 percent below the estimates in the prospectus. To help boost this, the concrete surface of the rink is being used for summer roller skating.

Concessions not a factor

There were only two concessions at Oglebay Park in 1961—the riding stable, and the gift shop at Wilson Lodge. The reasoning is this: if a concessionaire can make a profit on a park operation, then the park itself should make this profit in order to plow the earnings back into improved facilities.

The riding academy actually pays no percentage to the park, although it operates in a park-built and park-maintained stable. Park officials have found that there isn't enough volume and profit potential in the operation to make it worthwhile. The operator is an excellent horseman and instructor, and his students win prizes at shows. For public relations, good will, and service to the community, this operation isn't called upon to produce income for the park.

^{12/}Sources include annual reports and other publications of the Wheeling Park Commission and Oglebay Park; interviews with Earl E. Gaylor, Superintendent.

The gift shop at the lodge pays 8 percent of its gross to the park. This amounted to less than \$1,000 in 1960. However, because the profit margins on these sales are good, and because of the park's policy on revenues in general, the odds seem to favor the cancellation of this concession sooner or later.

Table 26 Oglebay Park operations, 1959-60

[All figures rounded]

	1959	1960
Total revenues.....	\$686,889	\$751,075
Operating costs.....	339,250	421,163
Salaries and wages.....	259,368	272,162
Excess of revenues.....	88,271	57,750

Source: Oglebay Park Annual Report, 1960.

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Refreshment stands.....	87,200	94,000
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Wilson Lodge-restaurant.....	246,800	274,500
Wilson Lodge gift shop.....	500	800
Wilson Lodge TV rental.....	1,100	1,000
Family cabins.....	56,600	59,200
Swimming pool.....	39,200	41,600
Tennis courts.....	3,100	3,600
Golf course.....	40,800	45,200
Golf shop.....	13,700	14,300
Caddy camp.....	6,400	5,500
Group camp.....	6,800	7,000
Sports day camp.....	3,600	3,400
Lake.....	13,800	11,800
Driving range.....	12,200	13,600
All other.....	24,789	27,975

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Table 28 Oglebay Park user charges, partial list

Golf.....	18 holes.....	\$1.50
Driving range.....	per bucket.....	.50
Treadle boats.....	per ½ hour.....	.75
Row boats.....	per ½ hour.....	.75
Dancing.....	per couple.....	2.50
Fishing in stocked lake.....	per day.....	1.00
Museum.....	per person.....	.60
Tennis.....	per hour.....	.40
Family vacation cabins.....	per week.....	24.50-90.00
Wilson Lodge rooms.....	per day.....	7.00-15.00
Picnic sites reserved.....	per day.....	.25
Picnic shelters.....	per day.....	3.00- 5.00

Source: Oglebay Park Annual Report, 1960.

Muskingum Conservancy District: A Pioneer

One of the looked-for new developments in recreation is a greater use of relatively small lakes operated for flood control or soil conservation purposes by special districts. A pioneer in supplying recreation through such projects is the Muskingum Conservancy District of Ohio, which has been notably successful with a method of financing that combines pay-as-you-go and revenue bond issues.

The District is primarily a flood control project for the Muskingum River watershed. Its 10 lakes have a total shoreline of 365 miles. The largest (Seneca) covers 3,550 acres; the smallest (Beach City), 420 acres.

The Muskingum District lakes are clustered in the rolling hill country of east-central Ohio, within a short drive of some of the State's major cities: Canton, Alliance, Akron, Ashland, Mansfield, Coshocton, Zanesville, Cambridge, Wooster, Massillon. Within several hours' drive are Columbus and Youngstown, Pittsburgh, Wheeling and other Ohio River cities.

The lakes are easily reached over good to excellent roads. Visitors to the lakes run an estimated 3 million per year.

Recreation facilities on the lakes first served the fisherman. However, the character of the recreation-user has changed and is continuing to change: the pleasure-boater, the water-skier, the camper, the vacationer in general are crowding the fisherman hard.

On the 10 lakes (whose flood control features are operated by the Army Corps of Engineers) there are 4 public parks—bathing beach, picnic areas, playgrounds—operated by the district. Boat liveryes or marinas are operated by concessionaires on each lake outside the park areas, and two lakes have 2 each—making a total of 12 liveryes.

The parks had a total paid attendance of 254,000 in 1960. Use is largely seasonal, from Memorial Day through Labor Day, with a 6-month operation at the outside.^{13/}

As a measure of comparison:

The District showed total cash receipts from recreation operations in 1960 of \$398,367.

Concessionaires reported gross receipts totaling \$452,769.

The District's percentage from the concessionaires' gross was \$39,721, or about 9 percent.

The District's recreation operations

The recreation operations of the District are strictly pay-as-you-go from user charges and concessionaires' fees, although within this concept are included two revenue bond issues—one for \$650,000 (1947), and another for \$600,000 (1959).

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At the same time, the policy of the District is characterized by public service and noncommercialism. In large part, this stems from the origins of the District and the way it is governed.

The Ohio law creating the District gave the ultimate authority to 18 common pleas judges, one from each of the counties that make up the District. This "conservancy court" appoints a three-man board of directors who are the administrative officers of the District. They serve 5-year terms. On the present board are a retired school teacher, an attorney, and a bank president/businessman.

Recreation development began to expand with the sale of the \$650,000 of revenue bonds in 1947. The primary income pledge against the bonds was \$64,000 per year from the State's Wildlife Division allocated to the District for managing the water acreage under its control. The District covers about one-eighth of Ohio's area; its reservoirs increased the State's inland lake area by about 50 percent.

While the District has the authority to assess taxpayers in the 18 counties for recreational benefits, it has operated without tax revenue since 1939, and, in fact, pays taxes on the land it holds. These taxes in 1960 amounted to \$23,233.

A picture of the District's recreational activities and services may be gathered from the following table ¹⁴ which shows income by source, and total revenues and expenses:

Source	1953	1956	1960
Fishing. . . .	\$38,784	\$63,670	\$63,485
Boating. . . .	53,918	72,928	57,367
Cottage, club, dock sites . .	32,727	55,384	77,205
Parks.	38,081	39,520	81,316
Vacation cabins.	19,625	18,121	27,873
Camping. . . .	2,364	5,000	22,440
Bathhouse, beach sales . .	20,956	19,832	36,805
Total revenue. . . .	206,455	274,455	366,491
Total Expense. . . .	\$132,318	\$186,343	\$288,952

An analysis of revenues

Fishing:—This is the payment from the State's Division of Wildlife, based on \$4 per acre of the District's lakes.

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now it takes 10 percent on rentals and 3 percent on sales.

The District was able to do this because the State guaranteed the District 90 percent of these permit fees collected by the District in 1959.

Cottage, club, and dock sites:—This is income from leases given for the construction of homes along the shore of the lakes, the use of inlets for building boat docks and other facilities by private yacht clubs or fishing clubs, and individual or group-dock sites at points around the lake shores. All told in 1960, cottage site leases totaled 757, bringing in \$57,712; 38 club sites brought in \$9,399; and 194 private docks paid \$10,093. The number of sites increased by 6 percent over 1959; incomes from leases increased 11 percent.

Parks:—The District charges an entrance fee of 25¢ per person and—for the first time in 1960—25¢ per car. The impact of this change on revenues, and of the opening of a fourth park in 1960, can be gauged from these figures:

	1959	1960
Persons.	\$ 64,612	\$ 63,843
Automobiles.	---	17,472
Total.	---	81,315

A key factor on receipts in 1960 was the record of cold, wet weekends which cut attendance sharply. Thus, despite a decline in receipts from admission of persons, the additional charge for a car boosted revenues from this source substantially.

Vacation cabins:—Forty cabins (10 at each park) were in service in 1960; because 10 of these were available for use for the first time, revenues jumped from \$18,873 in 1959, to \$27,873 in 1960. Total construction cost of the 40 cabins was \$304,576; total income on all cabins through 1960 was \$183,090; maintenance and operating costs including real estate taxes and overhead to date are \$124,283; net income for the entire period on the cabins, \$58,807.

Camping:—Demand for campsites is booming, with 1960's permits (\$1 per site per day) running 4 1/2 times what they were in 1956, and up 56 percent in 1960 over 1959. Out of its 1959 bond issue, the District will have added 500 campsites to its facilities by the end of 1961.

The District's outlook

The District in 1961 will complete a phase of its master plan of recreation development. The plan calls for no more than the present four public parks on the 10 lakes. The District has authority to issue another \$300,000 in revenue bonds, but has no present plans to do so.

With the proceeds of its 1959 bond issue, the District has invested in the same kinds of recreational facilities it has offered the public over the years; it ventured into no new recreational services, nor does it plan to do so.

Aside from opening the complete new park on Tappan Lake, at a cost of \$350,000, the District put its funds into expansion and modernization of existing facilities. This includes expanding campgrounds, building and modernizing bathhouses, installing shore

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protection, improving sanitary facilities, building 700 picnic tables, planting trees and shrubs, extending water supply lines, building new roads, and constructing new vacation cabins.

Because of the shortness of the season, and the restricted recreation opportunities during the winter months, expansion of activities into the off-months is not promising.

The Muskingum concessionaires

The 12 concessionaires are alike in one respect: they all furnish boats, motors, bait, and supplies for fishermen. And they all operate under the same 14-year contract with the District, 14 years being the maximum allowed under State law. But aside from this, they vary widely.

One reported gross receipts of \$747 in 1960; another did about \$100,000 in sales and rentals. The smallest may have invested only \$1,000 or so in boats and equipment; the largest have investments of \$50,000 or \$60,000.

Several concessions have been sold at prices ranging from \$18,000 to \$57,000. In all cases, of course, the purchaser must be approved by the District.

The District supplies the boat/livery marina operator with access roads, parking areas, water supply, toilets, and boat-launching ramps for the trailer-boater. All else is supplied by the concessionaire: a main concession building, usually including his salesroom and restaurant facilities, boats, motors, docks, storage buildings, gas pumps and other service equipment, and his inventory of merchandise for sale.

The concessionaire may also have fishermen's cabins offering minimum overnight accommodations, and vacation cabins for guests who may stay a week or more.

Concessionaires' sources of income include:

Boat and motor rentals (District gets 10 percent of gross).

Dockage fees (District gets \$1 per month per space).

Cabin rentals (District gets 15 percent).

Sales of food, etc. (District gets 3 percent).

Boat and motor licenses (Concessionaire gets 25¢ per license).

In addition, two concessionaires operate campgrounds for which they receive 35 percent of the \$1 per site per day fee. For one operator, this amounts to \$3,000 per year of gross income to him; the other takes in about \$1,000 from this source.

As pleasure boating has expanded, the more successful concessionaires have exploited this market—providing more and better docks, promoting more boat and motor sales, building vacation cabins, renting more pleasure boats as compared to fishing boats.

While the top concessionaire grossed around \$100,000 in 1960, eight reported grosses in the range of \$37,000 to \$45,000. The gross for all 12 in 1960 was \$452,769, of which the District got \$39,721.

One estimate is that concessionaires take out of their businesses about 10 percent of their gross for all their time and trouble and capital investment.

This would mean \$10,000 or thereabouts for the largest, and \$4,000 to \$4,500 for many. However, it is noted that concessionaires like to stay in the business, despite apparently low returns; another comment is that when concessions have been sold, the prices paid frequently indicate that there may be more "net" than the concessionaires admit. A banker, who has made loans to concessionaires, makes an offhand guess that "good operators" may be clearing \$10,000 and up, some of which they may be re-investing, rather than pocketing or banking. This estimate of earnings—for a 4 to 6-month operation—would make the concessions more financially attractive (as they appear to be).

Who are the concessionaires?

Here is a thumbnail rundown of some of the operators:

A.—New operator from a well-to-do family took over obligations of poor operator who got into financial difficulties, and as a result was forced into a sale by the District.

B.—Large concession "supports three families," although this includes income from a successful boat-and-motor retail business away from the lake. Thus this operator has in fact two business establishments.

C.—Father and son operation. They spend the 6 winter months in Florida.

D.—Medium-sized concession run by ex-school teacher and his wife; now in their fourth year.

E.—Jeweler/optometrist bought concession as a second business. His success as aggressive operator has raised question as to the District's longstanding unofficial policy against leasing a concession to a person who has other major business responsibilities.

F.—Elderly couple runs small concession.

The concessionaire's financing

Nearly all concessionaires have had loans from local banks at one time or have them now. The bankers regard these loans as they do any other loan to a small, established business. They require the borrower to have, say, 40 percent to 60 percent of his own money in the venture. Bankers find adequate security in the chattels pledged to the loan: the value of the physical plant and inventory is sufficient to satisfy conservative banking standards.

The question of approval of a loan hinges mostly on the character and record of the borrower, plus his own equity at stake in the business.

The District's 14-year contract presents no problem. While the District cannot and does not guarantee any loan, it will give the banker its view of a pending loan as a method of showing its faith in the operator involved.

Competition between concessionaires is real, since no lake is really remote from all the others. An aggressive concessionaire at one lake, officials report, has forced others to improve their facilities and service in order to hold their customers.

Concessionaires get their capital from a variety of sources. Among them: cash from sale of existing business; earnings from successful business and availability of line of credit from bank based on previous business record; legacy; loan from relatives; note taken from previous concessionaire.

One concessionaire sold at a price of around \$50,000 an operation with physical assets appraised at around \$55,000. At the time of sale, this concessionaire had three loans outstanding—\$17,000 from a bank; a \$6,500 note from the previous operator; and \$7,000 from relatives. Total: about \$30,500.

At the time the concession changed hands, the inventory showed the valuation of the main items approximately as follows:

Main concession building.	\$25,000
Boat-storage building.	3,000
Vacation cabins (2)	4,000
Fisherman cabins (6)	3,000
Cabin furnishings	1,600
Docks	1,100
Boats (64).	5,800
Motors (44).	1,815
Kitchen equipment	1,120
Salesroom equipment	2,000
Trailers.	570
Merchandise inventory	6,500

Essentially, it appears that the successful operator of a Muskingum concession is apt to be the kind of person who would do well in other kinds of small business. While it is true that these operators, in all cases, have brought money of their own to these businesses, bank loans have been available at regular interest rates with considerable flexibility in rate of payback on principal.

The stability of District policies and the quality of tenure of District administrators and Board of Directors have been such that the banker has focused his attention where it should be: on the business acumen and character of the would-be borrower. The fact of the 14-year lease has not weighed against a loan application.

Because of the public agency character of the District, with its base in 18 largely rural counties—and the fact that recreation policies must be consistent with, but secondary to, the primary purpose of flood control—it seems unlikely that the character of the recreation facilities offered will be altered very much in the foreseeable future.

Hence, there is little likelihood of new demands for capital investment in man-made facilities on the lakes.

THE ADVISORY COUNCIL

The act establishing the Commission provided for an Advisory Council consisting of Federal liaison officers from agencies having a responsibility for outdoor recreation and 25 other members representative of various major geographical areas and citizen interest groups. The following persons served on the Council.

FEDERAL LIAISON MEMBERS

Department of the Treasury
A. Gilmore Flues
Assistant Secretary

Department of Defense
Carlisle P. Runge
Assistant Secretary

Department of Justice
Robert F. Kennedy
Attorney General

Department of the Interior
Stewart L. Udall
Secretary of the Interior

Department of Agriculture
Orville L. Freeman
Secretary of Agriculture

Department of Commerce
Edward Gudeman
Under Secretary

Department of Labor
Jerry R. Holleman
Assistant Secretary

Department of Health, Education,
and Welfare
Ivan A. Nestingen
Under Secretary

Federal Power Commission
Howard Morgan
Commissioner

Housing and Home Finance Agency
Milton Davis
Office of Program Policy

Interstate Commerce Commission
Bernard F. Schmid
Managing Director

Small Business Administration
John J. Hurley
*Special Assistant to the
Administrator*

Smithsonian Institution
Albert C. Smith
*Director
Museum of Natural History*

Tennessee Valley Authority
Robert M. Howes
*Director
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ORRRC STUDY REPORTS

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1. Public Outdoor Recreation Areas—Acreage, Use, Potential, 260 pages, prepared by the Commission staff, presents a description and analysis of all nonurban public designated recreation areas in the 50 States, Puerto Rico, and the Virgin Islands. Nearly 10,000 named areas, and an additional 15,000 small areas, are included, with pertinent data on their acreage, location, and management agency. Areas containing more than 40 acres are evaluated and analyzed in terms of visits, use pressures, major activities, facilities, number of employees, and future expansion potential. This study contains a separate inventory of recreation use of military areas, public domain, and Indian lands in the United States. Definitions and procedures utilized in the study are included.

2. List of Public Outdoor Recreation Areas—1960, 190 pages, prepared by the Commission staff, contains the names of approximately 10,000 recreation areas, grouped by State and managing agency, and provides data on their acreage and county location. Additional aggregate data for minor recreation areas, such as waysides and picnic areas, are included. Data on areas are presented by census region, management agency, and size category. Definitions and procedures utilized in obtaining these data are included.

3. Wilderness and Recreation—A Report on Resources, Values, and Problems, 340 pages, prepared by The Wildland Research Center, University of California, Berkeley, presents a comprehensive discussion and analysis of wilderness preservation. The study contains an inventory of 64 areas, containing approximately 28 million acres. It discusses traditional concepts of wilderness, various approaches to its economic evaluation, and basic legal and administrative considerations and problems involved in wilderness preservation. An evaluation is made of the commercial potential of existing wilderness areas—timber, grazing, water, and mineral resources. An analysis of the social and economic characteristics of wilderness users is based upon a sample survey carried out in three specified areas.

4. Shoreline Recreation Resources of the United States, 150 pages, prepared by The George Washington University, contains an analysis of the Great Lakes and ocean shoreline of the contiguous States, and presents a detailed State-by-State summary of quantitative and qualitative factors affecting their recreational use. It includes a classification of national shoreline resources—beach, marsh, and bluff. Problems of private ownership, access, and suitability are discussed, and recommendations are made.

5. The Quality of Outdoor Recreation: As Evidenced by User Satisfaction, 95 pages, prepared by the Department of Resource Development, Michigan State University, presents the findings of a study designed to test the usefulness of user satisfaction as a measure of area quality. This study is based in part upon a user survey of 24 recreation areas, Federal, State, and local. Data from the survey are summarized and evaluated in terms of socioeconomic characteristics and activities engaged in. Field appraisals of various elements which affect quality—facilities, physical characteristics, cleanliness, degree of congestion—of each site were carried out by a team of resource technicians to provide a framework for relating and assessing the survey findings. An analysis is made of the validity of employing expressions of

user satisfaction as a measure of area quality, and the resulting implications for public policy are discussed.

6. Hunting in the United States—Its Present and Future Role, 180 pages, prepared by the Department of Conservation, School of Natural Resources, The University of Michigan, examines the forces affecting game supply and summarizes a State-by-State survey of factors influencing hunting in the 48 contiguous States. Attention is given to wildlife regulations, limitation of hunting access, public hunting areas, fee hunting, and shooting preserves. The significance of land-use trends and Federal land-use programs as they affect game supply are evaluated. Problems affecting State game agencies are analyzed and suggested solutions are offered.

7. Sport Fishing—Today and Tomorrow, 130 pages, prepared by the Bureau of Sport Fisheries and Wildlife, U.S. Department of the Interior, presents an appraisal of fishing as a form of recreation in the United States and includes a State-by-State survey of the problems of supply, status of fishing waters, and management policies and responsibilities. It covers present and future supply of both warm- and cold-water fish and makes projections of the status of sport fishing in the years ahead. It summarizes the future prospects by regions.

8. Potential New Sites for Outdoor Recreation in the Northeast, 170 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, presents the findings of a study designed to determine the existence of potential recreation sites of 30 acres or more, currently in private ownership and located in the 10 densely populated Northeastern States. The location of sites is based upon an analysis of aerial photographs. Site potentiality is determined according to land type, recreation suitability, and proximity to major metropolitan concentrations. Case studies carried out in New Hampshire, Pennsylvania, and Connecticut are utilized to illustrate ownership patterns, problems, history of land transfer, current land use, and availability for public purchase. The report describes procedures used by and available to State agencies for land acquisition and development.

9. Alaska Outdoor Recreation Potential, 50 pages, prepared by The Conservation Foundation, appraises the major factors affecting the development of Alaska's recreation potential. It discusses land control and disposition patterns and economic development problems. It evaluates the present status of recreation, examines the essentials of sound recreation planning, and concludes with a summary of current problems and recommendations for future development of Alaska's recreation potential.

10. Water for Recreation—Values and Opportunities, 130 pages, prepared by the Geological Survey, U.S. Department of the Interior, presents an analysis of future water-based recreation in the United States. It relates recreation uses of water to other types of water development and discusses the importance of including recreation in the planning of water resource projects. The problem of access is discussed, and the effects of such factors as water quality and reservoir management upon recreation use are analyzed.

11. Private Outdoor Recreation Facilities, 150 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, consists of two parts. The first reports on a mail survey of private owners of recreation facilities such as resorts, dude ranches, campgrounds, ski areas, vacation farms, and resort hotels, and includes a partial inventory from secondary sources of industrial recreation areas, including large commercial timber holdings. The second phase of the study is a qualitative appraisal of 66 cases representing various types of private recreation facilities scattered

throughout the United States. Included is a discussion of such factors as type of specific activities provided, amount of land used, number of visitors, fees charged, problems encountered, and plans for expansion.

12. Financing Public Recreation Facilities, 100 pages, prepared by the National Planning Association, contains an analysis of the difficulties involved in obtaining long-term financing for recreation facilities. The role of concessioners is the principal focus with particular emphasis on factors such as Federal policy, short season, contract provisions, and general philosophy. Some consideration is given to State policies. The analysis is supplemented by 18 case studies of concession operations on Federal lands and the approach of seven selected States: California, Indiana, Kentucky, New Hampshire, New York, Oklahoma, and West Virginia.

13. Federal Agencies and Outdoor Recreation, 130 pages, prepared by The Frederic Burk Foundation for Education, San Francisco State College, presents a descriptive analysis of the organizational and administrative structure of Federal agencies concerned with outdoor recreation. While the traditional Federal land-managing agencies receive primary consideration, attention is also given to other agencies which indirectly affect the total supply of outdoor recreation opportunities. The study is focused upon recreation program objectives and policies of the agencies. Important problems encountered are analyzed, and opportunities for more effective program coordination and cooperation are identified.

14. Directory of State Outdoor Recreation Administration, 195 pages, a Commission staff project based on an American Political Science Association study, presents a State-by-State description of recreation administration. It is designed to serve as a directory of State agencies concerned with outdoor recreation, together with a brief description of agency authority, organization, and programs. Attention is given to significant or unique activities or administrative features.

15. Open Space Action, 60 pages, prepared by William H. Whyte, deals with ways and means of acquiring open space in the fast developing areas of this country. Part I is a brief history of significant Federal, State, and local developments in open space action. Part II contains observations and guidelines for open space action programs. Specific recommendations for action by all levels of government are presented in part III. An appendix contains examples of Federal and State legislation, tax abatement measures, easement forms and costs, and plans incorporating new devices such as cluster development.

16. Land Acquisition for Outdoor Recreation—Analysis of Selected Legal Problems, 60 pages, prepared by Norman Williams, Jr., reviews the constitutional power of State and local governments to acquire land by purchase or condemnation for recreational purposes and for related open space, and the constitutional power of the Federal Government to condemn land for such purposes. The study also examines legal problems involved in acquiring easements and other less-than-fee rights in land for recreation and open space.

17. Multiple Use of Land and Water Areas, 45 pages, prepared by John Shanklin, discusses multiple use both in a statutory and in a management sense and analyzes the relationship of recreation to other uses of land and water. It reviews the multiple-use concepts of the land management agencies of the U.S. Government and includes sections on multiple use at the State level and on private land. The volume contains sections on multiple-use criteria and suggestions for multiple-use management of public lands. Comments on the study from Federal, State, and private land management agencies are included in the report.

18. A Look Abroad: The Effect of Foreign Travel on Domestic Outdoor Recreation and a Brief Survey of Outdoor Recreation in Six Countries, 45 pages, prepared by Pauline Tait, discusses the effect of Americans going abroad as a substitute for major outdoor recreation trips in this country and the impact upon our own outdoor recreation resources of foreign travelers coming to this country. It presents travel projections to the years 1976 and 2000. A second part contains a brief review of outdoor recreation programs in Great Britain, France, West Germany, Denmark, The Netherlands, and Japan. Attention is directed to innovations that might be applicable in this country.

19. National Recreation Survey, 300 pages, prepared by the Commission staff on the basis of data collected by the Bureau of the Census, contains the tabular results and analysis of a nationwide survey of the outdoor recreation habits and preferences of the American people 12 years of age and over. These data are derived from four separate samples, each involving approximately 4,000 interviews. Tables show various participation rates by activity and region, according to age, sex, place of residence, education, occupation, and race. Activity rates are also shown by state of health, physical impairment, and size of community. Activity preference and data on vacation trips and outings are expressed according to selected socioeconomic characteristics. Estimates are made of expenditures, proportion of leisure time devoted to outdoor recreation, and other factors. Descriptive analyses of the results of the survey include socioeconomic factors associated with participation in 17 specified outdoor activities; expenditures on vacations, trips, and outings; and background factors associated with participation in certain groups of activities.

20. Participation in Outdoor Recreation: Factors Affecting Demand Among American Adults, 100 pages, by Eva Mueller and Gerald Gurin with the assistance of Margaret Wood, contains the results of a survey conducted by the Survey Research Center, The University of Michigan. It discusses the effect upon participation of income, education, occupation, paid vacations, place of residence, region, sex, age, life cycle, and race. Included are discussions of outdoor recreation in relation to leisure-time use, vacation and weekend trips, parks and recreation areas. It contains a chapter on camping. The study is based upon 2,759 interviews with a representative sample of U.S. adults.

21. The Future of Outdoor Recreation in Metropolitan Regions of the United States, 640 pages, prepared jointly by the Commission staff and selected universities and planning agencies. One part describes the general characteristics of outdoor recreation activities and particular problems of metropolitan residents, including the problem of access. It contrasts present and future outdoor recreation opportunities against the backdrop of expanding urbanization. It contains separate studies of five selected metropolitan regions: New York-New Jersey-Philadelphia (The Institute of Public Administration), Atlanta (Center for Continuing Education, University of Georgia), St. Louis (Washington University), Chicago (Northeastern Illinois Metropolitan Area Planning Commission), and Los Angeles (University of California, Los Angeles). The central topic in each study is an analysis of the supply and demand aspects of outdoor recreation. In each case, central problems are identified and possible solutions suggested.

22. Trends in American Living and Outdoor Recreation, 315 pages, contains a group of essays dealing with the effects of current social and cultural trends upon future needs and preferences for outdoor recreation. These essays, prepared independently by recognized scholars in the behavioral sciences, are focused upon the

following topics as they relate to outdoor recreation: historical development; cultural change; demographic factors; the family; mass communication; physical and mental health; education; voluntary groups; political institutions; urban growth; and the planning process. Authors include Lawrence K. Frank, Herbert J. Gans, William J. Goode, Morton Grodzins, Philip M. Hauser, Max Kaplan and Paul F. Lazarsfeld, Margaret Mead, Jay B. Nash, Harvey S. Perloff and Lowdon Wingo, Jr., Julian W. Smith, George D. Stoddard, and Melvin M. Webber.

23. Projections to the Years 1976 and 2000: Economic Growth, Population, Labor Force and Leisure, and Transportation, 510 pages, contains a set of four fundamental studies which project the size, distribution, income, leisure, and mobility of the American population to 1976 and 2000. The population studies are by the Commission staff, economic projections by the National Planning Association, labor force and leisure projections by the Bureau of Labor Statistics, U.S. Department of Labor, and the transportation study by A. J. Goldenthal, Washington, D.C. In addition to national aggregates, attention is directed to regional and State characteristics.

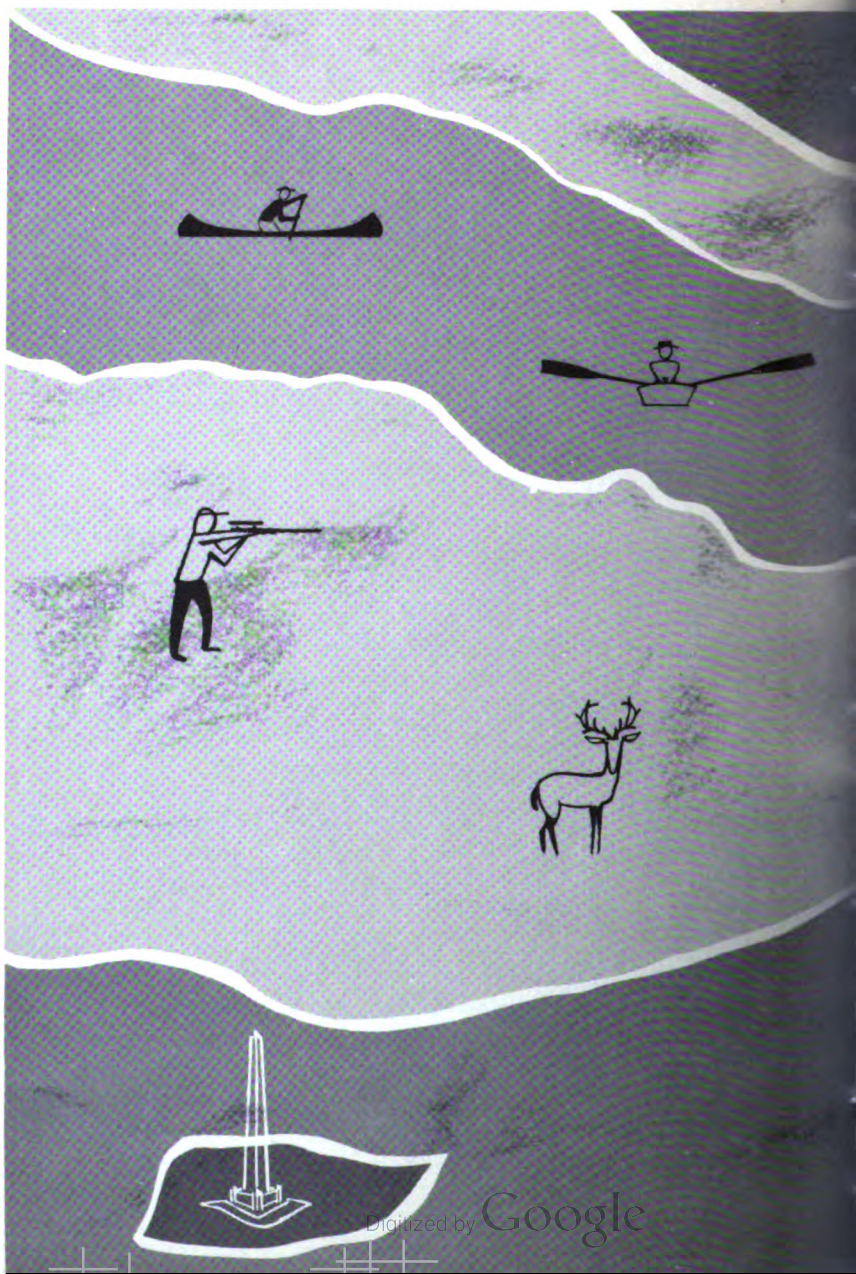
24. Economic Studies of Outdoor Recreation, 150 pages, contains a group of essays dealing with various economic aspects of outdoor recreation. Both theoretical and practical approaches are taken to some basic economic problems of recreation development, including those of investment, pricing, timing, benefit-cost evaluation, public-private relationships; and economic impact. Methods of economic analysis and evaluation utilized by various Federal resource development agencies are discussed. In addition to Commission staff, contributors include Marion Clawson, Resources for the Future; Arthur L. Moore, the National Planning Association; and Ivan M. Lee, University of California, Berkeley.

25. Public Expenditures for Outdoor Recreation, 90 pages, prepared by the Commission staff, indicates the total direct expenditures made by Federal, State, and local governments for providing outdoor recreation opportunities, facilities, and services during the period 1951-60. An analysis is made of the relative amounts spent within each State and each major census region, as well as among the agencies concerned, for land acquisition, development, construction, operation and maintenance. Appendix tables show detailed data on annual expenditures by level of government, by agency, and by objective.

26. Prospective Demand for Outdoor Recreation, 150 pages, prepared by the Commission staff, measures the needs and preferences of the American people for a number of outdoor recreation activities. This comprehensive analysis is based on data obtained from the National Recreation Survey, the Commission inventory, the metropolitan studies, and the essays concerned with trends and patterns of American life.

27. Outdoor Recreation Literature: A Survey, 100 pages, by the Library of Congress, discusses the problems of preparing a bibliography on outdoor recreation—the diversity of the field, and its relationship with other fields—and includes a listing, description, and assessment of some of the more important references. The discussion is divided into literature on resources and literature on users. Two appendixes contain separate bibliographies on leisure and intergovernmental problems.

"The outdoors lies deep in American tradition. It has had immeasurable impact on the Nation's character and on those who made its history. . . . When an American looks for the meaning of his past, he seeks it not in ancient ruins, but more likely in mountains and forests, by a river, or at the edge of the sea. . . . Today's challenge is to assure all Americans permanent access to their outdoor heritage."



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FEDERAL AGENCIES AND OUTDOOR RECREATION

A Report to the Outdoor Recreation Resources Review Commission



OUTDOOR RECREATION FOR AMERICA

The Report of the Outdoor Recreation Resources Review Commission to the President and the Congress

This report surveys our country's outdoor recreation resources, measures present and likely demands upon them over the next 40 years, and recommends actions to insure their availability to all Americans of present and future generations.

The first part of the 246-page volume reviews the place of outdoor recreation in American life, drawing largely on the finding of the Commission's expert studies. It describes the supply of recreation resources, the demand for recreation, the economics of recreation, and the problems of relating all three to assure present and future generations of the outdoor recreation opportunities they require. The second part contains recommendations for programs and policies, with chapters concerning the responsibilities of the Federal Government, the States, local government, and private enterprise. There are chapters on special problems of management, financing, water, and research. The report is for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C., for \$2.

Federal Agencies and Outdoor Recreation

*Report to the Outdoor Recreation Resources Review Commission
by The Frederic Burk Foundation for Education,
San Francisco State College*

Washington, D. C. 1962

Library of Congress Catalog Card Number: 62-60035

***ORRRC Study Report 13. For sale by the Superintendent of Documents,
U.S. Government Printing Office, Washington 25, D. C. Price 50 cents***

OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

The Outdoor Recreation Resources Review Commission was created by the Act of June 28, 1958 (Public Law 85-470, 72 Stat. 238). The task assigned to the Commission was to seek answers to the following basic questions:

What are the recreation wants and needs of the American people now and what will they be in the years 1976 and 2000?

What are the recreation resources of the Nation available to fill those needs?

What policies and programs should be recommended to insure that the needs of the present and future are adequately and efficiently met?

The Commission's report, *Outdoor Recreation for America*, which was presented to the President and to the Congress on January 31, 1962, contains the findings of the Commission and its recommendations for action required to meet the Nation's outdoor recreation needs in 1976 and 2000.

In the course of its work, the Commission obtained many special reports from its own staff, public agencies, universities, nonprofit research organizations, and individual authorities. It is publishing these reports because of their potential interest to officials at all levels of Government and to others who may wish to pursue the subject further. A descriptive list of the study reports appears at the end of this volume.

In the development of the findings, conclusions, and recommendations presented to the President and to the Congress in January 1962, the Commission considered this report and other study reports, but its conclusions were based on the entire study and on its own judgment. Publication of the study reports does not necessarily imply endorsement of them in whole or in part.

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Representative John J. Rhodes of Arizona served from the inception of the Commission until February 1959. Representative Harold R. Collier of Illinois served from February 1959 until March 1960. Representative Al Ullman of Oregon served from the inception of the Commission until April 1961.

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This study was prepared under the supervision of the Policies and Programs Group of the ORRRC Staff. Specific responsibility was assigned to Dennis A. Rapp.

ACKNOWLEDGEMENTS

I wish to express my thanks and appreciation to the staff of the Outdoor Recreation Resources Review Commission and to those persons in each of the Federal agencies treated herein who provided me with voluminous data and who so generously contributed of their time, intelligence, and good will in the preparation of this report.

The report was prepared independently of the Outdoor Recreation Resources Review Commission and does not necessarily reflect the views of the Commission.

Responsibility for any errors of fact or misinterpretation of data is, of course, mine alone.

Phillip O. Foss
December 23, 1961

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THE FEDERAL GOVERNMENT AND OUTDOOR RECREATION

Origins of the Problem

The policy vacuum

In 1960 there were some 425 to 450 million recreational visits to Government managed, financed, or licensed facilities^{1/} but no agency of the Federal Government was established to provide recreation for the public. The U.S. Army Corps of Engineers was concerned with aids to navigation and flood control—yet it entertained 106 million visitors in 1960. The Forest Service was established to conserve the forests, but it played host to 92.5 million visitors. The Soil Conservation Service and the Agricultural Stabilization and Conservation Service were created to improve and conserve farm lands, but in the process they have helped farmers and ranchers construct 1.7 million farm ponds which provide outdoor recreation for uncounted millions each year. The Public Health Service was obviously not established to aid in providing recreational services to the public, but its water pollution abatement program may be of greatest benefit to fishermen. Even the National Park Service was not formed to provide recreation in the usual sense, but to preserve unique or exceptional scenic areas. None of these, or any other Federal agency, started out to provide public outdoor recreation, but they have had recreation and recreationists thrust upon them. Recreation has been an incidental, and almost an accidental, byproduct of the "primary" purposes of Federal agencies. Consequently there is no unified national policy on recreation, and few of the agencies have any real recreation policy. Agency practices have been established usually without adequate research and long-range planning and oftentimes as defensive measures against the recreationists. Lack of anything resembling a national recreational policy is therefore at the root of most of the recreation problems of the Federal Government. But the recreationists exist even if a policy does not.

"This thing is rolling over us"

A second major difficulty lies in the phenomenal growth of recreational use of Federal properties since World War II. Recreational visits to Corps of Engineers reservoirs grew from 5 million in 1946 to 106 million in 1960. Visits to the national forests rose from 18 to 92 million in the same 15-year period. Other resource-managing agencies experienced similar recreational growing pains. In

the words of one official, "This thing is rolling over us."

RECREATIONAL VISITS TO SELECTED
FEDERAL PROPERTIES 1950-1960^{2/}

Agency	1950	1960
National Park Service	32,780,000	72,288,000
Forest Service	27,368,000	92,595,000
Tennessee Valley Authority	16,645,000	42,349,000
Bureau of Reclamation	6,594,000	24,300,000
Corps of Engineers	16,000,000	106,000,000

By 1960, it was too late for the Federal Government to decide whether it should be, or wanted to be, in the recreation business. It was already in it.

Some Basic Premises

The major premises

One major premise of this study is that recreational demand for Federal resources will continue to increase at a rapid rate.

No attempt will be made to guess the number of recreational visits to properties owned, managed, financed, or under license by the Federal Government in the years 1976 and 2000. Even a simple projection of visitations for the next 10 years at the same rate of growth as during the past 10 years results in some utterly fantastic figures. But a suggestion in 1950 that visitations to Corps of Engineers reservoirs would vault from 16 to 106 million during the ensuing 10 years might have seemed equally fantastic. It does seem reasonable, however, to make the following very general assumptions:

1. If sufficient opportunities are available, present tastes and preferences for outdoor recreation can be expected to continue.
2. Population can be expected to increase.
3. Life expectancy can be expected to increase (with consequent longer periods in a retired status).
4. Leisure time can be expected to increase (through a decrease in the workweek).
5. Real income can be expected to increase.
6. Urbanization can be expected to increase.
7. Mobility can be expected to increase.

^{2/}Comparative data are not available for the Soil Conservation Service, Agricultural Stabilization and Conservation Service, Bureau of Land Management, Bureau of Sport Fisheries and Wildlife, Federal Power Commission, Bureau of Indian Affairs, and Department of Defense (Military Reservations). It is known, however, that there has been a sharp increase in the number of recreational visits to the resources managed or contributed to by these agencies.

^{1/}Author's estimate of recreational visits to federally owned, managed, or licensed properties in 1960 plus visits to farm ponds and small watershed reservoirs partially financed with Federal funds. This estimate does not include recreational driving on federally financed highways.

Without attempting to estimate or predict the rate of increase of items 2 through 7, it seems evident that the demand for the kind of outdoor recreation offered by Federal agencies must inevitably increase in very substantial amounts—if opportunities for such recreation continue to be available.

A second major premise of this study is that there is no better way of deciding what the American people "should" or "ought" to have than through the competition of the marketplace and the competition of the ballot box.

Given this premise, we are excused from inquiring into the benefits or value of outdoor recreation. We are spared the necessity of evaluating the effects of fishing on health, character, and morals as compared with those of billiards. We are absolved from having to decide whether or not Americans have too much leisure time, and we can abstain from inquiring into the question of Federal responsibility for satisfying public demands for outdoor recreation.

These are important and basic questions but, in a general sense, they have already been answered through the operation of the marketplace and the ballot box. Through their prodigious purchases of sporting equipment, hunting and fishing licenses, and other recreational goods the American people have demonstrated an intense (and verifiable) desire to participate in outdoor recreation. Through their expressions of preferences at the ballot box, through repeated and increasing appropriations for recreational development of Federal resources, and through many, and rapidly growing, recreational visits to federally managed resources, the American people have expressed an intense (and verifiable) desire to use such resources for outdoor recreation.

A third major premise is that the private sector of the economy will be unable to supply all the outdoor recreation demands of the public and that this public will be sufficiently influential to demand and obtain substantial recreation benefits through Government action. This third premise requires some explanation.

As indicated above, many millions of people have indicated a preference and desire for various forms of outdoor recreation. All responsible studies to date indicate that this demand will continue and that it will increase in size and intensity. The private sector is not now providing sufficient facilities to supply the demand for outdoor recreation; it seems most unlikely that it will be able to do so as the demand doubles and triples as it is expected to do before the end of this century. When Americans have been unable to satisfy their wants through the marketplace, they have traditionally turned to the Government for assistance. Government can be expected to respond to the importunities of recreationists (as it has in the past) because of their large numbers and because of the high status of outdoor recreation symbols in American value systems.

One out of every four men "go fishing."³ One out of every five is a hunter.³ Over 8 million people own pleasure boats.⁴ Furthermore, these and other

outdoor recreational activities are widely accepted by the nonparticipating public as being good, wholesome, healthy, and so forth. In addition, some outdoor activities—especially hunting and fishing—possess a whole congeries of tradition-loaded values that rank high in American folklore. Sportsmen's organizations and other outdoor recreation organizations frequently complain that they fare poorly in the competition for attention and funds as compared with those groups that have a primary economic interest. This is a questionable, if not totally erroneous, belief. The fact that such organizations do not have a direct or perceivable monetary interest automatically puts them "on the side of the angels" in comparison with other "selfish, money-grubbing" interest groups. All these conditions combine to give recreationists political advantages of considerable magnitude. As they become more self-conscious and better organized, they will become increasingly formidable in the political arena.

Some secondary premises

First, in addition to these three major premises, the following secondary suppositions are important in the study. The public has right of access to publicly owned lands and to resources created with public funds.

It seems unnecessary to defend the right of the public to enter upon its own property unless such entry constitutes a hazard to the visitors or to the resource or unless it unduly interferes with the "primary" uses or purposes for which the property is maintained. This premise has particular relevance to water impoundments created with public funds.

Rights of access includes access roads or other means of ingress and egress. "Right of access" without adequate means of access is a meaningless term.

Second, the public has a right to capture the incremental values created as a consequence of the expenditure of public funds.

If a resource, e.g., a dam and reservoir, is created with public funds and if adjacent properties increase in value as a result of such expenditure of public funds, the public has a right to capture the incremental values thus created. It follows from this premise that, when such increases in value are anticipated, the Government should acquire such adjacent properties as will be substantially affected before prices rise. This premise also has particular relevance for federally financed water impoundments. The public is under no obligation to provide windfall profits, through the expenditure of public funds, to those persons who happen to own properties adjacent to a reservoir.

Third, the public has a right to expect reasonable safety measures and minimum facilities such as parking spaces, water, and sanitary facilities on publicly owned lands and at installations constructed with public funds.

Unless reasonable safety measures exist and unless minimum facilities are provided, the public cannot exercise its right of access to public lands and installations created with public funds. There may be differences of opinion as to what constitutes

³U. S. Congress, Senate Select Committee on National Water Resources, "Water Resources Activities in the United States," 86th Cong., 2d sess., 1960, p. 2.

⁴From remarks of Representative Chamberlain, Congressional Record, 86th Cong., 2d sess., June 23, 1960.

"reasonable safety measures" and "minimum facilities," but the general premise must stand if the public's right of access is to become a reality.

Fourth, insofar as it is practicable, the costs of recreation should be borne by the users and in accordance with the kind, frequency, and duration of use.

The general congressional policy on fees and charges is set forth in title V of the act of August 31, 1951, Public Law 137, 82d Cong. (65 Stat. 290). That policy provides that any service, benefit, or privilege furnished any person by the Federal Government shall be self-sustaining to the fullest extent possible, taking into consideration such factors as the cost to the Government, the value to the recipient, and the public interest served.

If one objects to the above premise he must do so on the grounds that costs of collection would exceed revenues or be otherwise impractical; or that recreational activities entail no additional cost to the Government; or that recreation has no value to the participant; or that the public interest served by outdoor recreation is sufficient to warrant its support through taxation of the general public. In some cases there is no doubt that collection of fees or charges would be administratively impractical. However, the presence of some such situations does not negate the general premise. In a few instances, recreational activities may entail no additional cost to Government, but they must be few indeed. The possibility that the recreation opportunity has no value to the participant seems too unrealistic to require refutation. The argument most frequently advanced in opposition to the imposition of fees is that the public benefits of outdoor recreation are sufficient to justify its support by the general taxpayers. The adherents of this point of view must say, in effect, "What's good for outdoor recreationists is good for everybody." There is much support for the idea that participation in outdoor recreation by some produces indirect benefits for all. But the acceptance of this idea obviously cannot lead to the conclusion that benefits accrue to nonparticipants in the same proportion as to the participants.

The question is sometimes asked, "Why should the public pay a fee for using its own property?" The fact is that the public is paying a fee now in the form of general taxes. The question is not whether fees should be paid but who should pay them.

The Objectives and General Pattern of This Study

The general objectives of this study are: to describe the role of the Federal Government in outdoor recreation; to identify the major problems and areas of conflict or uncertainty incident to Federal involvement in outdoor recreation; and to

explore some of the alternatives for the resolution of the problems so identified.

The study approaches these objectives through a separate descriptive analysis of each of the several Federal agencies that have been identified as having a direct involvement in outdoor recreation.

The general pattern of analysis will be to first describe the role of the agency in the field of outdoor recreation and the extent of its involvement. Following this brief descriptive treatment will be the identification and exploration of some of the major problems of the agency, with reference to outdoor recreation, and some of the possibilities for their resolution.

All of the Federal agencies with a direct involvement in outdoor recreation have been somewhat arbitrarily lumped together into three categories: (1) Federal water managing agencies, (2) Federal land managing agencies, and (3) Federal agencies with a peripheral interest in water or land management and outdoor recreation. It seems reasonable to treat the water managing agencies in one section and the land managing agencies in another so that differences and similarities may be more readily apparent and so that comparisons may be facilitated. The order of agency consideration within each category is very largely a random sequence and does not indicate any priority or grading of importance for outdoor recreation.

The concluding chapter identifies common or recurring problems and areas of conflict or uncertainty in the administration of outdoor recreation by the Federal Government and outlines some of the possibilities available for the resolution of these common problems.

Restrictions on the Scope of This Study

This study is restricted to the consideration of Federal agencies and outdoor recreation. The activities of State and local governments are treated in other reports to the Outdoor Recreation Resources Review Commission and will not be considered in this report except in those instances where a direct relationship exists between the Federal Government and State or local governments.

Present and future demands for outdoor recreation, including public tastes or preferences and possible shifts therein, is also the subject of another Commission report and will receive minimal consideration in this study.

The Commission has also made a study of the economic considerations involved in outdoor recreation, including such matters as cost-benefit ratios in dam construction and the economic evaluation of recreation. Consequently, this study will not attempt any comprehensive treatment of the economics of outdoor recreation.

FEDERAL WATER MANAGING AGENCIES AND OUTDOOR RECREATION

THE CORPS OF ENGINEERS

The Corps of Engineers is probably the oldest and largest construction organization in the United States. First authorized by the Continental Congress in 1779, the original Corps of Engineers was dissolved in 1783. The present organization dates from an act of March 16, 1802 which authorized the establishment of a Corps of Engineers consisting of 5 officers and 10 cadets to be stationed at West Point, N.Y., to constitute a Military Academy.

Early in its history, the corps became involved in nonmilitary engineering and construction projects through the enactment of the first Rivers and Harbors Act in 1824. By 1852 the corps position in civil works had become established firmly enough to cause Congress to place river and harbor improvements under the Secretary of War. An act of 1917 extended the scope of Corps of Engineer activities to include a flood control project for the lower Mississippi River. Responsibility for flood control was more definitely assigned by the Flood Control Act of 1936 which also established a general policy for Federal participation in flood control throughout the United States. The series of flood control acts which followed the 1936 legislation gradually broadened the corps interest in water resource development to include power, recreation, fish and wildlife conservation, water supply, and pollution abatement. In 1946, Congress further extended Corps of Engineers functions by authorizing funds for beach and shoreline erosion control. These various functions are carried out by the Civil Works Division in the Office of the Chief of Engineers under a multiple-use concept with the objective of maximizing use of the water resource.

The Corps of Engineers and Outdoor Recreation

Reservoirs

When the Corps of Engineers first built dams for flood control, it was recognized that some people would be interested in viewing the structure, so guard rails and other safety devices were constructed as part of the installation. If a highway ran nearby, a viewing turnout would also be constructed. These and similar basic facilities were provided on the early damsites for those persons who came to look at the dam, but little else was done for recreationists, and little else was needed. In 1946, visits to Corps of Engineers projects totaled only 5 million. And then came the boats! By 1960, the number of visits ran over 106 million. Guardrails and scenic turnouts were no longer adequate; the Corps of Engineers was in the recreation business whether it liked it or not.

In 1960 the corps operated 250 reservoirs in 40 States covering 3,222,900 acres with 23,241 miles

of shoreline. On the peak use day, 168,500 boats floated on these manmade lakes. Fishermen landed 21,305,000 pounds of sport fish during the year. Part of the heavy recreational use of these reservoirs was made possible through the facilities listed below.

DEVELOPED RECREATION FACILITIES ON
PROJECT LANDS^{1/}

Facilities	Corps	Other	Total
Reservoir access points	1,834	1,679	3,513
Access roads (miles)	2,106	1,148	3,254
Parking (car spaces)	106,353	91,793	198,146
Public launching ramps	1,011	916	1,927
Picnic areas	641	610	1,251
Swimming beaches	202	124	326
Bath-change houses	41	62	103
Public camp grounds	224	369	593
Tent spaces	18,655	7,397	26,052
Trailer spaces	4,482	5,231	9,713
Trailer spaces (w/serv. conn.)		1,948	
Guest establishments		563	
Rental units		2,385	
Restaurants		153	
Organized camps		221	

The Corps of Engineers presently (1961) has no authority to construct single-purpose dams for recreational purposes. However, a bill has been introduced (S. 2206) in the current (87th) Congress to authorize construction of a system of lakes for recreational purposes in the abandoned river channel of the Missouri River near Sioux City, Iowa. If this bill should pass, it will set a precedent for the construction of single-purpose recreation facilities by the corps.

The Flood Control Act of 1944 authorized the Corps of Engineers "...to construct, maintain, and operate public park and recreational facilities in reservoir areas...." as part of multiple-purpose projects. The act also specified that "The water areas of all such reservoirs shall be open to public use generally, without charge....and ready access to and exit from such water areas...shall be maintained for general public use...."

The corps understands that it is responsible only for the installation of basic facilities for recreationists. Those facilities which are constructed near the project structure are considered to be necessary to minimize hazards and to prevent interference with the operation of the dam, so they are charged to project purposes—not to recreation. These include overlook stations for viewing the project, public toilets, parking areas, roads, guardrails, fences, and directional signs. Facilities provided around the shoreline and away from the project structure are classified as recreational facilities and include access

^{1/}Unpublished data furnished by Corps of Engineers, March 1961.

roads, parking areas, camping and picnicking areas, water supply, sanitary facilities, boat launching ramps, overlook stations, and essential safety devices.

When additional services and facilities are desired, the corps attempts to induce State or local governments to assume responsibility for construction and maintenance. Such non-Federal agencies are included in the planning phase of the project, where possible, and have, in some instances, also financed the installation of the basic facilities listed above. As of June 1960, the corps had expended a total of \$17,830,000 for recreational capital improvements and other Federal agencies had spent \$3,217,600, while State and local governments and commercial enterprises had spent \$52,536,500.^{2/} Expenditures for both private and commercial recreation facilities on adjacent privately owned lands have been considerable and possibly exceeded the amounts spent on project lands.

Licenses to develop and maintain recreational areas are issued to Federal, State, and local governments as long-term leases and without monetary consideration. Similar licenses are also issued to quasi-public, nonprofit organizations such as the Izaak Walton League, Boy Scouts, and church organizations at minimum rates. When none of the foregoing kinds of organizations are interested in developing a recreation site, the corps may lease lands to private recreation organizations or to commercial concessionaires. A concessionaire's construction plans must be approved by the corps. The concessionaire ordinarily pays a flat rental fee plus a percentage of gross receipts. In 1959, \$1,986,000 was collected for rent and leases of lands for recreational and agricultural use. Seventy-five percent of such moneys is returned to the States for expenditure in the counties in which the reservoirs are located. The following table summarizes Corps of Engineers leasing arrangements as of January 1961.

SUMMARY: LEASING ARRANGEMENTS^{3/}

January 1961

<u>Lessees</u>	<u>Number</u>	<u>Acres</u>
State and local governmental park and recreation agencies	340	215,918
Quasi-public recreation agencies	269	20,378
Private recreation agencies and individuals	2,395	3,088
Concessionaires	350	5,843
State and Federal fish and wildlife agencies	106	1,123,347
TOTAL	3,460	1,368,574

According to the Corps of Engineers, the Flood Control Act of 1944 and provisions of some other statutes give recreation equal status with other project purposes. In the words of the Acting Director of

Civil Works "...recreation is considered a project purpose of all projects except those not expected to produce a significant increase. Therefore, recreation, including sports fishing and hunting, is given equal consideration with other project purposes such as flood control, navigation, water and hydroelectric power."^{4/} Neither TVA nor the Bureau of Reclamation has authority to give recreation "equal consideration with other project purposes." In the latter two agencies, recreational use of reservoirs is still considered to be an incidental byproduct of the "primary" purposes of the project.

Aids to navigation

The Fletcher Act of 1932 amended previous River and Harbor Law to provide that "commerce" was to include use of harbors and waterways by recreational craft. Consequently, the corps may include recreational boating in planning navigation improvements. While such improvements may be used both by pleasure boats and small commercial craft, the Corps may develop small-boat harbors for recreational craft only. In the latter instance, local interests must pay half, or more, of the construction cost.

As of 1957, the corps had completed 243 development projects for small-boat and refuge harbors with a total of 56,199 berthing spaces. About 44 percent of these small-boat harbors are located in the New England States.^{5/}

Shoreline erosion control

Since 1946 the corps has been authorized to participate in the costs of constructing works to retard or control beach erosion. Some 120 miles of coastline has so far been protected, and a total of 68 beach erosion projects have been authorized. An analysis of 48 of these authorized projects leads the corps to estimate that the improvements will increase visitor capacity by 30 million annually.

The shoreline erosion control program has not been as popular as other Federal construction activities probably because the concept is rather recent and because local interests must pay two-thirds of the cost. If the proportion of Federal funds available for construction costs were to be increased, the erosion control program would undoubtedly be more vigorously prosecuted. Certainly this program holds great potential for water-based outdoor recreation.

Problems and Possibilities

Numbers and rate of growth

The tremendous number of visitors and the spectacular rate of increase of recreational growth have been reiterated in this paper for each of the agencies that manages recreational resources. But the Corps of Engineers played host to more visitors (106 million) in 1960 than did any other Federal agency, and

^{2/}Unpublished data furnished by Corps of Engineers, March 1961.
^{3/}Department of the Army, Office of the Chief of Engineers, "Special Report to the Committee on Appropriations, House of Representatives, on Recreational Development of Civil Works Projects of the Corps of Engineers," Washington: January 20, 1961, p. 22.

^{4/}Letter of July 8, 1960, Loren W. Olmstead, Colonel, Corps of Engineers, Acting Director of Civil Works, to Lawrence N. Stevens, Acting Executive Director, ORRRC.

^{5/}Data from the Office of the Chief of Engineers, October 31, 1961.

the rate of growth of recreational use during the past 10 years has exceeded that of any other Federal agency. The difficulties posed in the management of these 106 million visitors are formidable in themselves; coupled with the fantastic rate of increase (2,000 percent in 15 years), they constitute a truly tremendous problem in the coordination of resource management with large masses of people. The chance remark of an official—"This thing is rolling over us"—epitomizes the recreational use of Corps of Engineers projects.

Fees

Fees have not yet become a problem because the Flood Control Act of 1944 provides that "The water areas of all such reservoirs shall be open to public use generally, without charge...." However, the corps can expect that Congress will become increasingly concerned with the matter of fees as number of visits increase and requests for appropriations to accommodate them also increase. The House Appropriations Committee began to probe into this matter during the 86th Congress by requesting a report from both the Corps of Engineers and the Bureau of Reclamation on the procedures and guidelines followed in the administration of reservoir recreation areas. The committee complained "There has been no general policy or uniform approach to the matter of...parking fees, fees for the use of boat launching ramps and other facilities...." The committee went on to suggest that this matter "...seems not to have been carefully thought through..." ^{6/}

Access and land acquisition

The corps has interpreted the Flood Control Act of 1944 to mean that access to reservoirs includes access roads and parking areas. Such parking areas are generally established at 5-mile intervals along the shoreline.

The land acquisition policy of the Corps of Engineers, as set forth in a joint policy statement with the Department of the Interior on October 12, 1953, provides for the acquisition of a narrow strip (300 feet) around reservoirs. The 300-foot strip (or 5-year flood frequency line) obviously complicates the problem of land acquisition and increases the cost of lands acquired. Landowners will not ordinarily be pleased at the prospect of selling irregular tracts to follow the contours of a reservoir. Furthermore, this narrow strip does not provide adequate area for additional recreational development; it simply provides access to the water.

The Army-Interior land acquisition policy of 1953 was studied by the House Committee on Government Operations in the 85th Congress (1957). In its report to Congress, the Committee concluded that:

3. The joint policy was adopted both in the Department of the Army and in the Department of the Interior without advance public notice or hearings, and with inadequate or no con-

sultation with officials expert in conservation matters.

4. Contrary to the claim by Secretary of the Army Robert T. Stevens and Secretary of the Interior Douglas McKay, who adopted the joint land acquisition policy, it has actually proved to be substantially more costly to the Government than the former policy.

5. The joint policy has a detrimental effect upon conservation and public recreation, and so markedly reduces the ability of the Corps of Engineers to make fully available to the public the conservation and recreation values of the project areas....

6. ...the net effect of the joint policy is to reduce total revenues to the States and local governments and to make it more expensive, if not impossible, for States and local agencies to provide recreation and wildlife facilities because of lack of reasonably priced reservoir lands.

7. The joint policy was instituted over the protests of many top officials of the Corps of Engineers. Its adoption was largely motivated and accelerated by the pressures of one man, namely, Mr. Sid Richardson, a wealthy and influential oil man of Texas, who owned lands at Benbrook Reservoir, Tex., and who influenced high officials, including the Secretary of the Army and the President, to seek to change the land acquisition policy in a way which would directly benefit Mr. Richardson.^{7/}

Prior to 1953, lands around reservoirs were acquired according to what were considered to be sound real estate practices and, at times, to prevent hardship for the seller. Since reservoirs follow land contour rather than surveyor's squares, a reservoir that flooded half of a small farm would leave the remainder too small for an economical farming unit. In other cases an arm of a reservoir might divide a farm into two parts and make it uneconomical to operate. In these and similar instances the whole farm would be purchased. During the 1930's, lands were cheap, and owners were glad to sell; therefore, land acquisition was ordinarily no problem. As a consequence of these earlier policies, the corps acquired considerable real estate around its reservoirs—sometimes more than was necessary for the operation of the project but not necessarily more than was desirable for recreational purposes.

During the latter part of the 1950's, the administration decided that these "excess" lands should be sold. Selling irregular patches of land down to the 300-foot strip constituted almost as much of a problem as buying lands within these rigid boundaries. With a change of administration and a great emphasis on multiple use of reservoirs, the corps on July 27, 1961, placed a moratorium on disposal of "excess" lands pending crystallization of administrative and congressional policy and until a new joint acquisition policy can be worked out with the Department of Interior.

^{6/}U. S. Congress, "House Report No. 1634," 86th Cong., 2d sess.

^{7/}U. S. Congress, House, Committee on Government Operations, "House Report No. 1185, Army-Interior Reservoir Land Acquisition Policy," 85th Cong., 1st sess., pp. 3-4.

Evaluation of benefits

Corps of Engineers policy on the place of recreation in project planning and the evaluation of recreation benefits is best explained by the following excerpts from Corps Manual EM 1120-2-115:

5.
 - a. Recreation will be considered a purpose of all projects except those not expected to produce a significant increase in recreation....
 - b. To insure against overemphasis on recreation in the planning of its regular projects the corps will not recommend the authorization of any project unless the sum of all benefits other than recreational benefits is sufficient to cover at least 85 percent of the total project costs.
 - c. . . .
 - d. In plan formulation each purpose, including recreation, shall produce benefits at least equal to the incremental cost of adding that purpose to the plan.
6. Evaluation of Benefits: When recreation is designated as a project purpose, recreational benefits will be evaluated and taken into account in the economic analysis in the same manner as other benefits.
7. Pending development of more refined methods of evaluation of recreation benefits, the procedure of assigning a monetary value per visitor day is acceptable. The National Park Service, the Fish and Wildlife Service, and other agencies concerned with recreation and particularly State agencies, should be consulted in obtaining estimates of attendance and use and as to proper unit monetary values per visitor-day.

If other purposes must account for 85 percent of the benefits to be derived from a particular project, recreation cannot be considered as a primary or coequal purpose of water development projects as indicated by the Corps of Engineers in other public statements. It is still a secondary or complementary purpose.

The corps is not satisfied with the present method of evaluating recreation benefits but "Pending development of more refined methods . . ." it will continue to use the monetary visitor-day unit of evaluation. The assignment of a monetary value per visitor-day simplifies the calculation of recreation benefits but it tends to ascribe too low a value to recreation because the number of visits has been consistently underestimated and the assigned monetary value is likely to be unrealistically low. The intricacies of water development financing and the possible ramifications of the above "built-in" errors is the subject of another study and will not be examined here except to note that financing formulas, ratios, and the like are questions of extreme political sensitivity because they decide "Who gets what, when, and how."

The proposed water resources planning Act of 1961

On July 13, 1961, the President forwarded draft legislation to Congress to establish a Water Resources Council for the purpose of planning and coordinating water resources development throughout the United States. According to the President's letter of transmittal, "The first major task of the Water Resources Council will be to establish, subject to my approval, standards for formulating and evaluating water resources projects." The bill also provides for "an interdepartmental group in the Executive Branch for coordinating river basin plans and for maintaining a continuing study of water supply, requirements and management." The Water Resources Council would be composed of the Secretaries of Interior, Agriculture, Army, and Health, Education, and Welfare. The President indicated that he proposed "to designate the Secretary of the Interior as the first chairman of the Council."

If the proposed Council is established, many of the policy problems now facing the Corps of Engineers (and the other water development agencies) would become the problems of the Council. At the same time, each of the water development agencies would presumably lose some of its present autonomy—if the Council was at all effective. The proposed Council might solve some of the corps problems, but it would very likely weaken the corps' traditional independence from the President and its long-standing strength in Congress. Nevertheless, in recent hearings on the President's proposal, the Secretary of the Army strongly supported the general concept of a Water Resources Council and of the bill (S. 2246) which would translate this concept into law.

The bill was also generally supported by the National Wildlife Federation, the AFL-CIO, the American Public Power Association, the League of Women Voters, the Farmers Union, and the National Association of County Officials. It was generally opposed by the National Lumber Manufacturers Association, the American Pulpwood Association, the Farm Bureau Federation, the National Association of Manufacturers, and the U.S. Chamber of Commerce.^{5/}

No action was taken on the bill in the first session of the 87th Congress.

Jurisdiction over recreational activities

Many Corps of Engineer projects are multiple purpose in nature. Such purposes may include flood control, aid to navigation, hydroelectric power, water, fish and wildlife habitat, and other recreation resources. The corps would maintain that maximum total benefits of all the project purposes can be accomplished only if they are all managed by the same agency. In this respect, corps philosophy is similar to the Forest Service multiple-use concept. The corps would therefore be opposed to transferring its recreational responsibilities to another agency. To do so would restrict the flexibility necessary to

^{5/} U. S. Congress, Senate, Joint Hearings of the Committee on Interior and Insular Affairs and the Committee on Public Works on the "Water Resources Planning Act of 1961," 87th Cong., 1st sess.

achieve the optimum combination of methods and timing required to maximize the multiple purposes of the project.

Flood plain management

Tracts which are flooded only occasionally can sometimes be protected by dikes or other flood control methods. However, such areas can ordinarily be used for outdoor recreational purposes with considerably less expenditure because recreation usually does not require expensive fixed structures. Flood plain management to divert, detain, or otherwise manage flood waters can oftentimes produce valuable outdoor recreational opportunities. When a flood plain exists in, or adjacent to, a metropolitan center, opportunities for recreational development will prove especially valuable.

Rivers and harbors

Numerous and widely dispersed small-boat harbors are lacking over much of the Pacific, Gulf, and Great Lakes coastline. Continued development of such harbors will allow the use of small pleasure craft in waters which are presently too far distant from a harbor to be used. The Corps of Engineers estimates that 250 additional boat harbors will be needed and could be developed by 1980.^{9/}

Shoreline development

The Nation's shorelines constitute a little used but potentially tremendous recreation resource. Only a small portion of the shoreline potential has been developed for recreational purposes. Probably least developed are the shorelines of major rivers. Most major inland cities are located on rivers, so river shoreline development holds great promise. The beach erosion control program of the Corps of Engineers is a step toward realization of the recreational potential of the shoreline.

Reservoirs for recreation

If the Corps of Engineers receives authorization for nonreimbursable construction of reservoirs for recreation (the objective of S. 2206), it will open up a whole new field of construction activity. Once such a concept is accepted, it should quickly become popular with both local communities and with Congressmen who want to "get something" for their constituents. Despite the "pork barrel" opportunities inherent in such a national policy, it would provide a recreation resource of great value.

THE BUREAU OF RECLAMATION

By 1877 some Congressmen had come to realize that large areas in the West were unsuited to cultivation because of lack of water. The Desert Land Act of 1877 was passed to remedy this situation. It provided that a settler might purchase 640 acres of

desertland for \$1.25 per acre provided he would irrigate it within 3 years after filing. The Desert Land Act was generally a farce and a failure because settlers ordinarily did not have sufficient capital to install an irrigation system, and, if they did, there was seldom any water available for irrigation. About 8 million acres were sold under this act. Probably most of this land was purchased as strategic points to control public domain range or was tillable (not desert) land.

The Carey Act of 1894 was the next Government attempt at irrigation of the West. It gave each of the Western States a million acres of desertland to be irrigated and granted to individual settlers in blocks of 160 acres. Lack of adequate funds and engineering skill prevented any progress under the Carey Act. By 1902, when the Reclamation Act was passed, only about 11,000 acres had been patented.

After these two failures, the Federal Government undertook direct responsibility for planning and constructing irrigation projects in the Reclamation Act of 1902. This act was sponsored by Senator Francis Newlands of Nevada and received the energetic support of President Theodore Roosevelt.

The Reclamation Act of 1902 was passed to reclaim arid western lands through irrigation, and irrigation remains the primary function and orientation of the Bureau of Reclamation today. However, amendments to the act have given the Bureau additional responsibilities in flood control, hydroelectric power, navigation improvement, and related activities. Since the passage of the 1902 Act, the Bureau has provided irrigation water to over 8 million acres in the 17 Western States.

The Bureau of Reclamation and Outdoor Recreation

By 1960, the Bureau had constructed 178 reservoirs with 7,000 miles of shoreline which supported 24.3 million recreation visitor-days. As with other Federal resource management agencies, recreation use of Bureau of Reclamation facilities has increased rapidly during the past 10 years.

ESTIMATED VISITOR-DAYS BUREAU OF RECLAMATION RESERVOIRS ^{10/} 1950-1960

1950	6,594,000	1955	10,702,000
1951	7,124,000	1956	12,752,000
1952	7,725,000	1957	Not available
1953	8,238,000	1958	19,499,000
1954	9,180,000	1959	22,719,000
	1960		24,300,000

Unlike the Corps of Engineers, the Bureau does not have authority to consider recreation values as either a primary or secondary purpose of water development projects unless specifically authorized in particular reclamation acts. Aside from these specific authorizations, any recreation resources created by Bureau water impoundments are therefore coincidental. Since the Bureau has no general authority

^{9/}Unpublished data from the Office of the Chief of Engineers, October 31, 1961.

^{10/}Unpublished data furnished by Bureau of Reclamation.

to develop the recreation potential of its reservoirs, it has attempted to transfer this function to other Government agencies. If the recreation resource is determined to be of national significance, management and development is transferred to the National Park Service. Recreation management of water impoundments within National Forests is assumed by the Forest Service. The Bureau of Sport Fisheries and Wildlife manages those areas which are designated as fish and wildlife reserves. When none of the above situations apply, the Bureau attempts to transfer management of the recreation resource to State or local governments. Such transfers are accomplished without monetary consideration.

When it is impossible or impractical to transfer recreation management responsibility to another agency, the Bureau manages the recreation activity itself.

DISTRIBUTION OF RECREATIONAL MANAGEMENT RESPONSIBILITY ON BUREAU OF RECLAMATION PROJECTS ^{11/} Jan. 1, 1960

States.	54
Forest Service.	30
Water users	25
Fish and Wildlife Service.	15
Counties	10
National Park Service	8
Recreation districts	3
Cities.	1
Bureau of Indian Affairs	1
Bureau of Reclamation	31
Total.	178

Managing agencies may not prohibit public access but may charge entrance fees and may enter into contracts with concessionaires. Such contracts must be approved by the Bureau of Reclamation.

Problems and Possibilities

Access and land acquisition

The Bureau's land acquisition policy is essentially the same as that of the Corps of Engineers, so it has substantially the same problems in acquiring lands. This policy also prevents it from acquiring any more lands than are necessary to provide access to the water. Consequently the recreation potential of the reservoirs is not fully realized and private entrepreneurs sometimes receive windfall profits through the increase in land values caused by construction of the project. The present land acquisition policy is currently (1961) being reevaluated in consideration of the rapid increase in recreational use and to correct the inequities and impracticalities of present policy.

Access roads and parking areas are inadequate around some reservoirs. This condition is most serious around some of the older projects where the only access roads are those which were built to facili-

tate the original construction of the project. At the time these projects were constructed, the Bureau had no authority to acquire lands for access roads except for construction purposes. If the public recreation potential of these reservoirs is to be realized, enabling legislation will be necessary to provide the Bureau with funds and authority to construct the necessary roads and parking areas for these older projects.

Difficulties with tenant agencies

There are great variations in the competency of management and in the extent of facilities provided by tenant organizations on Bureau projects. "In many instances it has been found that the competence of such entities is often subject to severe limitations, and performance in some cases has left much to be desired." ^{12/}

Occasionally difficulties have arisen over the maintenance of water levels in the reservoirs. The Bureau considers that it has no obligation to guarantee water elevations unless fish and wildlife or recreation purposes were included in the cost of the project. On the typical project, water users (mainly irrigators) are considered to be the principal beneficiaries and are responsible for repaying project construction costs. When conflicts occur, their interests take precedence over the interests of other functions, such as recreation, which do not share in project costs. It seems evident that the recreation potential of Bureau of Reclamation reservoirs cannot be realized unless legislation is enacted which would recognize recreation as a principal project objective. This would require the allocation of substantial amounts of nonreimbursable project construction funds to recreation or the development of some method of reimbursement by recreationists. Certainly irrigators should not be expected to pay for recreation facilities.

Damage to sport fishing

While reservoirs provide public recreation in large quantities, the impoundment of waters and the process of irrigation may lower the quality of sports fishing even if the quantity is increased. Consequently some projects will be opposed by sports fishermen, and where anadromous fish are involved, by both sport and commercial fishermen. In these disputes the Bureau of Reclamation may find itself arrayed against its sister agency in the Department of the Interior—the Bureau of Sport Fisheries and Wildlife.

Lack of authorization for recreational expenditures

The root of most of the Bureau's difficulties in outdoor recreation lies in the absence of statutory authority to include recreation as one of the purposes of water development projects. The Corps of Engineers has such authority in the Flood Control Act of 1944, but so far the Bureau of Reclamation has not obtained any such congressional directive. In recent years some recreational facilities have

^{11/}U. S. Congress, House, Subcommittee of the Committee on Appropriations, "Hearings on Public Works Appropriations for 1962," 87th Cong., 1st sess., p. 45.

^{12/}Ibid.

been authorized in specific acts of Congress but many Bureau projects are sadly lacking in recreational development and even in basic elements such as parking space and sanitary facilities unless they have been provided by the tenant agency. This deficiency has caused other Government agencies to be reluctant to assume the management of recreation on Bureau projects with the result that the Bureau is forced to manage some of them itself. While some of these last are small or new projects, the Bureau still manages recreation on Elephant Butte Reservoir which had 1,210,000 visitors in 1960

Cost allocation and reimbursement

Except for flood control and some expenditures for fish and wildlife, Bureau of Reclamation projects are ordinarily reimbursable, i.e., the beneficiaries compensate the Government for the cost of the project. When recreation expenditures are authorized they must be nonreimbursable or some method of fee collection must be devised. In either case, a means of calculating the value of the recreation resource is needed. These are, of course, the same problems that are encountered by the Corps of Engineers in justifying recreation allocations in their water development projects. So far no generally acceptable system has been developed for either evaluating recreational values in a given project or for the establishment of a satisfactory fee structure to reimburse the Government for project costs allocated to recreation.

The proposed water resources planning Act of 1961

In the past there has been little real coordination among the Corps of Engineers, the Bureau of Reclamation, and State water development agencies. Instead there has been competition and sometimes conflict between agencies. When a "head-on collision" occurred between the Bureau and the Corps of Engineers, the Bureau was likely to come out second-best because of the corps' greater strength in Congress. While the proposed Water Resources Council (described in the section on the Corps of Engineers) might restrict the Bureau's independence of action, it should strengthen its position vis à vis the Corps of Engineers.

The Department of the Interior supported the Water Resources Planning Act (S. 2246) in recent hearings as did the Department of the Army.^{13/}

Lack of a recreational policy

So far the Bureau has not developed any real policy regarding recreation on its reservoirs, unless "getting out from under" can be termed a policy. In the past, the Bureau has tried to solve the recreation problem by giving it to another agency. It has rationalized this position by maintaining that recreation and fish and wildlife are the responsibilities of two other Department of Interior agencies—the National

Park Service and the Bureau of Sport Fisheries and Wildlife. But these two agencies have only limited jurisdiction; the NPS for areas of national significance and the BSWF for fish and wildlife reserves. Aside from the planning assistance these two agencies can contribute, the rest of the reservoirs must be managed by the Bureau of Reclamation or the responsibility transferred to State or local agencies.

THE TENNESSEE VALLEY AUTHORITY

The TVA and Outdoor Recreation

TVA was created in 1933 as a regional resource development agency, based on the concept that all the resources of a river basin are interrelated and should be developed under one unified plan for maximum effectiveness. To put the Tennessee River to work, TVA built a system of multipurpose dams. The primary goals of this river control system, under the TVA Act, are flood control, navigation and electric power production. Since effective use of water resources depends upon the way land resources are used, TVA also conducts broad programs in forestry, fertilizer research and development, agricultural advancement, and small-watershed improvement.

The original TVA Act made no specific reference to recreation. But it authorized surveys and plans "for the general purpose of fostering an orderly and proper physical, economic, and social development" of the Tennessee basin and adjoining territory. It was evident from the start that the region was well suited, in climate and scenic beauty, for outdoor recreation. The only missing element was water, and the program of reservoir construction was designed to supply that on a large scale. It became obvious that the recreation potential should be seriously considered as a part of the development program.

Even before TVA could finish setting up a headquarters organization at Knoxville, a member of its Washington staff was gathering data on the Valley's scenic and recreation resources. Soon after construction began on Norris Dam, the first TVA project, a small staff in Knoxville began studying the project plans to find ways to make the lakes available to the public.

Recreation potentials were carefully considered at all stages of reservoir construction and planning. As field engineers set the stakes to mark future shorelines, recreation technicians followed them closely, seeking likely spots for parks, boat harbors, bathing beaches, and camps.

Recognition of the lakes' recreation potential resulted in a decision to acquire such lands as might be necessary to guarantee public access to the impounded waters. Acquisition policies varied from project to project but never departed from the principle of including lands for public access.^{14/}

^{13/}U. S. Congress, Senate, Joint Hearings of the Committee on Interior and Insular Affairs and the Committee on Public Works on the "Water Resources Planning Act of 1961," 87th Cong., 1st sess., pp. 12-19, 38-39.

^{14/}Remarks of General Herbert D. Vogel, Chairman of the Board, Tennessee Valley Authority, at a conference on "Access to Recreational Waters" cosponsored by the Sport Fishing Institute and the Outdoor Boating Club of America, in Chicago, March 29, 1961.

The lakes created by TVA dams cover some half million acres and have shorelines totaling over 10,000 miles. These manmade lakes attracted 42.3 million visitors in 1960, and 51,000 pleasure boats were moored on their shores—an increase of 434 percent in the last 13 years. The value of lakeshore recreation facilities added during 1960 alone totaled almost \$20 million.

Outdoor recreation is big business in the Tennessee Valley and is rapidly growing bigger. Since 1947, recreation visits have increased at an average rate of more than 2.5 million per year. Despite the magnitude of use, outdoor recreation is still considered to be a byproduct of the primary purposes for which dams were constructed—flood control, navigation, and power. Even though recreation has been considered a byproduct, it has obviously not been neglected. According to one TVA official, "We planned to maximize utilization of the recreation byproduct from the very beginning." Suitable access sites, boat harbors, and park areas were acquired when lands were purchased for reservoirs. Recreation values have been given high priority by TVA board members since the inception of the project. The foresight of early planners, imaginative and resourceful administration, and the favorable attitudes of TVA board members, coupled with the natural endowments and location of the area, have made the Tennessee Valley one of America's foremost playgrounds. Consequently, TVA cannot maintain for much longer the fiction that outdoor recreation is only a byproduct of dam construction. Forty-two million recreational visits in 1 year cannot be tossed off as a byproduct—even for an enterprise as large as TVA.

Despite its longtime emphasis on outdoor recreation, TVA does not directly administer any recreation sites. It is not legally restricted from directly administering the recreation areas created by water impoundments, but, consistent with its original policies of decentralization and transfer of responsibility to "grass roots" governments, TVA has encouraged local participation and operation of recreation areas. This process is best explained in the words of David Lilienthal:

Ten years ago, when the TVA began its work, there was little provision for outdoor public recreation in the whole valley. There was no State Park system in Tennessee, no county had provided for park areas, neither Tennessee nor Alabama had a State department of conservation. Today both these States have active departments of conservation. There is the beginning of an excellent system of State and county parks, and plans are going forward for full utilization of the scenic and recreation resources of the region.

This began in 1934 when TVA developed several demonstration parks on land that lay on the margins of its reservoirs. Thousands of people in the valley visited these demonstration parks, approved the idea, and were

ready to support efforts to further park developments. In this general public interest there was a basis either for expansion of TVA parks or of parks managed by State and local agencies. We chose the latter way.

In Tennessee TVA assisted in the drafting of State legislation creating a State Conservation Department. A State park system was begun. Continued under successive State administrations, and well supported at the State's sole expense, Tennessee now has one of the best park systems in the Southeast. A comprehensive contract has been entered into between TVA and the State Department of Conservation, under which active collaboration is carried on in the development of scenic resources. TVA as the owner of strips of land of great natural beauty bordering the new lakes, has leased a great deal of this land to the State and to county park commissions, at a nominal rental but under conditions that insure that the land will be used for public recreational uses and not inconsistently with the national functions for which it was originally purchased by TVA.¹⁵

Within this framework of TVA-State-local relationship, lands were first leased and later sold for public recreation purposes. By 1961, 365 public access areas, 13 State parks and 66 county and municipal parks had been created on the shores of TVA lakes. In addition, TVA had transferred more than 120,000 acres to the National Park Service, the Bureau of Sport Fisheries and Wildlife, and the Forest Service. Some 330 fishing camps, boat docks, and resorts were operated by private businesses on TVA lakeshores and about 7,000 privately owned vacation homes had been built on lakefront sites. Campsites and marinas have also been sold to private clubs and to service organizations such as the YMCA, Boy Scouts, and the like. Sales are subject to reversionary rights if the properties are not used for the purposes for which they are sold.

Problems and Possibilities

Local responsibility for recreation administration

During the early years of its growth, TVA experienced considerable difficulty in stimulating enough interest in recreation areas to cause State or local agencies to assume responsibility for their administration. By demonstration, assistance, and sometimes by closing some recreation areas to the public, TVA induced State and local agencies to take an active interest in the development of outdoor recreation areas. A recent example of such interest was the 82-page "Comprehensive Plan for Land Use Development—Melton Hill Reservoir" produced by the Tennessee State Planning Commission before the Melton Hill dam was built. Thus TVA has not only made sites available to State and local governments but

¹⁵David E. Lilienthal, "TVA—Democracy on the March" (New York: Harper & Bros., 1944), pp. 130-131.

has rendered technical advisory services on a continuing basis in site planning, development, and maintenance.

TVA has reasoned that recreation values on its lakes accrue mainly to local residents and that therefore it should be their responsibility to build and maintain such facilities as they desire. If they desire none, TVA considers it a local problem. According to the TVA Board Chairman, General Vogen, "...we have always taken the...view, that this is not a Federal responsibility, but rather it is primarily a responsibility of the States and the local interests, the people who themselves will either use or profit most from these recreational advantages,"^{16/}

The concept that recreation on TVA lakes is mainly a local concern is becoming less valid as population and mobility increase. In the same testimony cited above, General Vogen said "During 1960 the public, including people from every State in the Union, made some 42 1/2 million visits to our lakes and shorelines for recreational purposes."^{17/} According to Robert M. Howes, Director of TVA Reservoir Properties:

The Tennessee Valley has always been a land of abundant natural resources for recreation. Its mountains are the highest east of the Mississippi. Its forests are of varied types, widespread and naturally luxuriant. Its streams and woods offer fish and game in both variety and abundance and it has very few pest mosquitoes, a fact noted particularly by fishermen. Its climate is favorable to outdoor recreation most of the year, and it is within a 2 days' automobile drive of more than half the people of the United States. Add to these the cultural and historic features of interest to tourists and vacationists, and the result is a combination of resources which establishes the area by nature as a resort region....^{18/}

Howes also stated that only three States sold more nonresident fishing licenses than Tennessee and that recreation and travel expenditures ranked third, after manufacturing and agriculture, in the region's economy.^{19/}

These statements indicate that the TVA lakes have become a national recreation resource—not just a place where local residents can go fishing on a lazy summer afternoon. As pressures for recreation use increase, TVA will need to re-evaluate its local, "grass roots" orientation to assure continued public access to reservoirs by the prevention of discriminatory high user rates for non-residents or other possible restrictive measures. It may also need to take more positive measures to insure that the recreation potential of lakes and lake-

shores is maximized. Obviously recreation in the Tennessee Valley is no longer a purely local problem—if it ever was.

Complaints of sportsmen in headwaters areas

Sportsmen in northern Georgia and western North Carolina have lately protested water fluctuations and low water levels in the reservoirs in their areas. Fortunately, low water levels are most likely to occur during the winter months when water-based recreation is minimal. Nevertheless, such protests will probably continue as long as recreation is considered to be a byproduct of dam construction, especially since the dams in these areas are closest to headwaters and downstream dams are dependent on them for release of water for power generation and navigation.

Conflicts in recreational uses

Recreational use of TVA lakes is concentrated around fishing, power-boating, and water skiing. As the recreation population increases, the conflicts between these uses will intensify and will probably require some form of recreation zoning. The attempt to impose zoning regulations will very likely meet with considerable resistance and can be expected to produce some thorny legal problems. Some of the present and expected problems of conflict of use might have been avoided by more effective shoreline land-use planning. But early planners would have had to be clairvoyant to anticipate the present magnitude of recreation use plus the advent of the outboard motor and boat trailer as equipment within the reach of the average American. At least those projects which may be developed in the future can benefit from this experience.

Access to reservoirs

From its very considerable experience in outdoor recreation, TVA has arrived at some definite conclusions regarding problems of access and land acquisition. Because of their application to water impoundments generally, some of these conclusions are quoted below:

Land administration is TVA's indispensable tool for securing development of the recreation resources of its reservoirs and their shorelines.^{20/}

Reservoir land administration, beginning with acquisition and extending through planning and administration to ultimate disposition, is the key to securing public recreation benefits from multipurpose reservoir development. No matter how inviting a reservoir may be for swimming, boating, fishing, and other water sports, it is of no value to anyone who cannot get to it. Land along the margins of the reservoir controls access to it and provides space for the facilities and improvements which permit this access to be used and enjoyed.^{21/}

^{20/}TVA Board of Director, "Outdoor Recreation for a Growing Nation," Knoxville, TVA, 1961, p. 19.

^{21/}Ibid., p. 7.

^{16/}U. S. Congress, House, Subcommittee of the Committee on Appropriations, "Hearings on Public Work Appropriations for 1962," 87th Cong., 1st sess., p. 988.

^{17/}Ibid., p. 948.

^{18/}Robert M. Howes, in Roscoe C. Martin, "TVA The First Twenty Years" (University of Alabama Press, University, Alabama, and the University of Tennessee Press, Knoxville, Tennessee, 1956), p. 206.

^{19/}Ibid., p. 207.

...the question of who controls access to the shoreline—and hence to the reservoir—becomes of paramount importance. If the agency developing a reservoir does not acquire appropriate amounts of land along its shoreline, private interests will eagerly do so. The public may lose substantial recreation values resulting from the expenditure of public funds. Lost to the public, they become a windfall to private owners. ^{22/}

The agency building the reservoirs should have authority to acquire ample land to assure capture of the public benefits from recreation and fish and wildlife values resulting from the public investment. The agency should acquire title to most if not all the shoreline to assure continued public access to the reservoir and to be able to guide the uses to which the water surface and the shoreline ultimately may be put. Such acquisition is also essential to capture incremental values of riparian land resulting directly from the public's investment. ^{23/}

In the acquisition process, it is often advantageous to buy all of a tract of land rather than to buy only that portion subject to flood. Purchase of whole tracts often saves dollars that would otherwise be necessary to pay severance damages and to provide alternate access. In such cases purchase may prevent undue hardship to landowners who would be left with uneconomic fragments. ^{24/}

At Fort Loudoun Reservoir,

...TVA purchased in fee only the minimum acreage needed for primary reservoir purposes plus selected areas for public access. It acquired flowage easements on land which was subject to occasional flooding. Easements allow title to the land to remain in the hands of the original owner but reserve to TVA the right to flood these areas. This method of acquisition is an unsatisfactory method for recognizing and adapting to new uses of the reservoir. ^{25/}

Even with the foresight of early recreation planners, and the recognition from the beginning that the public has right of access to reservoirs created with public funds, the present access areas on TVA lakes are now inadequate both in size and numbers. The advent of the boat trailer has not only resulted in an increase in the number of boaters but has doubled the parking space required for each car. If the increasing demand for access to TVA lakes is to be satisfied, present access areas will need to be enlarged and additional sites acquired.

TVA was the first Federal water resources agency to seriously consider and plan for recreational use of impounded waters and shoreline. Since it was

the pioneer in this activity, the other resource managing agencies can benefit from its experience. TVA policies have produced highly successful results in the past, but increasing recreation use pressures will require new and enlarged access areas, a re-evaluation of the concept of local responsibility for recreation, zoning of reservoirs to resolve conflicts in use, and the abandonment of the concept of recreation as a byproduct of dam construction.

THE FEDERAL POWER COMMISSION

The Federal Power Commission (FPC) has its origins in the Federal Water Power Act of June 10, 1920 (41 Stat. 1063; 16 U.S.C. 791-823) which created a commission, composed of the Secretaries of Agriculture, Interior, and War, to administer the licensing of hydroelectric projects on Government lands and navigable waters. The Federal Power Act of June 23, 1930 (46 Stat. 797) established the present Federal Power Commission as an independent regulatory agency headed up by a five-member commission appointed by the President. The FPC has jurisdiction over the licensing of non-Federal hydroelectrical projects and is responsible for regulating the transmission and sale of electric energy and natural gas in interstate commerce.

The FPC and Outdoor Recreation

The interest and influence of the FPC in outdoor recreation occur mainly through the provisions of licenses, granted to non-Federal interests, to construct hydroelectric projects. As is the case with the Corps of Engineers and the Bureau of Reclamation, the construction of a dam by a privately owned utility company ordinarily creates a reservoir with some potential for recreational activities. This interest was recognized in the 1935 amendment to the Federal Power Act which provided:

All licenses issued under this Part shall be on the following conditions:

(a) That the project adopted...shall be such as in the judgment of the Commission will be best adapted to a comprehensive plan for improving or developing a waterway or waterways for the use or benefit of interstate or foreign commerce, for the improvement and utilization of waterpower development, and for other beneficial public uses, including recreational purposes....^{26/}

The act also provides that the FPC shall require licensees to construct and maintain such fishways as may be prescribed by the Secretary of Commerce (now Interior) at their own expense.^{27/} The Fish and Wildlife Coordination Act (48 Stat. 401, as amended; 16 U.S.C. 661 et seq.) further provides that whenever any body of water is to be impounded by a public agency, or by a private agency under Federal permit, such agency must consult with the Fish and Wildlife Service "with a view to preventing loss of or damage to wildlife resources."

^{26/}Sec. 10(a), Federal Power Act (16 U.S.C. 803).

^{27/}Sec. 18, Federal Power Act (16 U.S.C. 811).

^{22/}Ibid., p. 7.

^{23/}Ibid., p. 2.

^{24/}Ibid., p. 19.

^{25/}Ibid., p. 20.

In recognition of these statutory requirements the FPC has incorporated into its standard licensing articles provisions for the protection of recreational interests. Thus one article provides:

The operations of the Licensee so far as they affect the use, storage and discharge... of waters...shall...be controlled by such reasonable rules and regulations as the Commission may prescribe...in the interest of the fullest practicable conservation and utilization of such waters for power purposes and for other beneficial public uses, including recreational purposes; and the Licensee shall release water...at such rate...as the Commission may prescribe for the purposes hereinbefore mentioned.

Another standard licensing article reads:

So far as is consistent with proper operation of the project, the Licensee shall allow the public free access, to a reasonable extent, to project waters and adjacent project lands owned by the Licensee for the purpose of full public utilization of such lands and waters for navigation and recreational purposes, including fishing and hunting, and shall allow to a reasonable extent for such purposes the construction of access roads, wharves, landings, and other facilities....

Excerpts from a few actual licenses are quoted below as examples of FPC requirements:

Project No. 1980, Wisconsin-Michigan Power Co.

Article 16. The licensee shall permit the free use by the public for navigation or recreational purposes of the reservoir formed by the project dam, and shall, when not inconsistent with the operation of the project, allow the construction of wharves or landings in the interest of navigation.

Article 17. Licensee shall construct such reasonable access roads together with small parking sites along the reservoir area as can be located on accessible lands of the licensee.

Project No. 1982, Northern States Power Co.

Article 18. The licensee shall allow the public to construct on and across its lands at five dispersed points along the reservoir, reasonable access roads, together with small parking and boat-launching sites, provided the Licensee does not have to acquire additional lands for such purposes.

Project No. 2030, Portland General Electric Co.

Article 36. The Licensee shall consult and cooperate with the U.S. Fish and Wildlife Service, the Oregon State Game Commission, and the Fish Commission of Oregon in an effort to agree upon a mutually satisfactory program...for the purpose of testing and evaluating the fish passage facilities at the Pelton development, and a similar program... at the Round Butte development, the cost of which program shall be borne by the Licensee. Should the Licensee and the fishery agencies be unable to agree upon the terms of the program, the Commission reserves the right to determine the same after notice and opportunity for hearing.

Article 38. The Licensee shall, in order to secure maximum recreational benefits, make every reasonable effort to maintain the water surface of the Round Butte reservoir....

Article 43. The Licensee shall cooperate with the Oregon State Highway Commission in the development of a recreational public use plan.

Project No. 2101, Sacramento Municipal Utility District.

Article 29. The Licensee shall maintain minimum stream flows below each structure as follows:

(a) In Rubicon River below Rubicon Diversion Dam, six cubic feet per second or the natural flow, whichever is less....

(b) In Buck Island Creek below Buck Island Reservoir, one cubic foot per second at all times....

(c) In Gerle Creek below Loon Lake, eight cubic feet per second at all times.

Project No. 2111, Pacific Power and Light Co.

Article 30. The Licensee shall cooperate with the Parks and Recreation Commission of the State of Washington and the National Park Service in the development of a recreation public use plan.

When the FPC determines that the issuance of a license and the subsequent construction of a project will destroy real and substantial recreation values, it may deny the application.^{28/}

Problems and Possibilities

Ambiguity in licensing requirements

In the past, licensing articles dealing with the construction and maintenance of recreational facilities have sometimes been vague and nonspecific. Terms such as "reasonable," "reasonable effort," and "cooperate" appear rather frequently in licensing articles. The fact that some utility companies, on some projects, have exceeded and improved upon the recreation facility requirements in their license from FPC does not excuse vague language in licensing articles.

Inadequate shoreline area

Federal Power Commission regulations specify that, unless satisfactory reasons are given to the contrary, the area of hydroelectric projects shall not extend more than 200 horizontal feet from the high waterline of reservoirs.^{29/} Obviously a 200-foot strip around the reservoir's edge does not allow full realization of the recreation potential created by the reservoir. Presumably the cost of additional land would be included in the total cost of the project and could thus result in higher costs to the consumers of electric power. This objection notwithstanding the regulation has the effect of discouraging

^{28/}See for example, Federal Power Commission, "Opinion No.

257 In the Matter of Namekagon Hydro Company," Project No. 2097, adopted July 29, 1953.

^{29/}Regulations Under the Federal Power Act, sec. 4.41.

the development of recreation facilities around reservoirs.

Access to reservoirs

The standard licensing article provides that a licensee must allow the public free access to project waters and adjacent project lands "to a reasonable extent" and "so far as is consistent with proper operation of the project." Supposedly, this provision gives the licensee authority to prohibit access to areas considered to be unsafe for public use but allows the construction of access roads for recreational purposes. However, the language of this article would appear to leave access to reservoirs up to the discretion of the licensee with the possibility of protest and hearing in the event access was denied. The likelihood of such a protest is, of course, somewhat remote especially since the public generally is not aware that Federal licensees have any obligation to provide access to project properties.

Qualifications of the FPC to determine adequacy of recreational facilities

That section of the Federal Power Act which refers to the protection of recreational interests is prefaced by the words "in the judgment of the Commission." The provisions of those articles dealing with recreation in individual licenses are also subject to the judgment of the Commission. There is, of course, nothing unusual in such language, or in such a concept, when used in connection with a regulatory commission. However, one may seriously question whether the FPC is adequately staffed and properly organized to provide the Commissioners with the information and alternatives they need to make intelligent and responsible judgments on recreational matters. The present organization and staffing of the FPC are devoted almost exclusively to engineering, legal, and accounting activities. Dependence on other Federal and State agencies for both information and policy recommendations on recreation hardly seems adequate.

Enforcement of recreational clauses of FPC licenses

The FPC has no inspection or enforcement section to enforce those provisions of licenses which deal with recreation. The Commission depends on the complaints of citizens or public agencies to apprise them of alleged violations of license provisions. Licensees who refuse to correct such irregularities or inadequacies as are in violation of their license may be prosecuted by the Justice Department. So far, however, no such action has been brought with reference to the recreation provisions of any FPC license.

Payment for recreation benefits

The cost of constructing or developing recreational or wildlife facilities at hydroelectric sites, if undertaken by the licensee, becomes a part of the original cost of the project. Since original cost is a factor in ratemaking, the purchaser of electric energy tends to pay for the cost of recreational facilities through higher rates.

When recreational facilities are maintained by the licensee, the cost of such maintenance becomes a cost of doing business and is deducted from gross income like any other operating expense. In oversimplified terms, the higher the operating expense, the higher the KWH rate must be if a given fair rate of return is to be maintained. The consumers of electric power (not the stockholders) thus pay both the original and maintenance costs of recreational installations. The same conclusion applies with equal validity to fish and wildlife expenditures including those mainly of benefit to commercial fisheries.

There would seem to be no particular reason why recreationists should get a "free ride" at the expense of the purchasers of electric energy. The frequent assertion that almost everyone purchases electric energy, including the recreationists, so "it really doesn't make any difference" is a specious argument. There is no discernible relationship between the amount of electricity an individual or corporation uses and the amount of his recreational use of the reservoir. It may be argued that outdoor recreation, in such instances, is provided as a public service or for a public purpose (as indeed it is), but certainly there are few things that satisfy a more urgent and vital public purpose than electric energy.

There is no escaping the conclusion that the cost of recreation at federally licensed hydroelectric projects is borne by the consumers of electric energy and that this cost constitutes an unfair and unjust burden. If the cost of recreation is to be allocated on an equitable basis, power production costs must be separated from recreation costs, and some method must be found for transferring recreation costs to the recreationists. However, as long as the power consuming public believes that recreation opportunities at damsites are provided as a gift of the stockholders of the utility, there will be little pressure to change and the present situation will continue.

The FPC and the future of outdoor recreation on federally licensed projects

The foregoing analysis has suggested that the FPC has been generally passive and permissive as regards recreational facilities and access to water impoundments of licensees. It appears that there has been no real effort to maximize the recreation potential of these projects; that the provisions of licenses dealing with recreation are often loosely drawn and of a permissive nature; that no real attempt is made to enforce such articles; that the FPC is probably not properly staffed and organized to make intelligent judgments on recreation matters; and that recreation costs are being paid by the consumers of electric energy.

As recreation demand increases and the search for additional sites intensifies, the policies and practices of the FPC will be subjected to increasingly severe scrutiny by recreation organizations. If present practices are continued, the FPC can expect criticism on the grounds that it is not adequately protecting the public interest in the field of outdoor recreation and, at the same time, it may be accused of providing a "free ride" for recreationists at the expense of the purchasers of electric energy.

FEDERAL LAND MANAGING AGENCIES AND OUTDOOR RECREATION

THE CONSERVATION AGENCIES OF THE
DEPARTMENT OF AGRICULTURE

The Agricultural Stabilization and Conservation Service (ASCS) and the Soil Conservation Service (SCS) are separate agencies within the Department of Agriculture, but since their functions are interrelated and complementary they will both be considered in this chapter.

The Agricultural Stabilization and Conservation
Service

The ASCS administers two programs which have a direct bearing on outdoor recreation—the agricultural conservation program and the conservation reserve program. These two programs will be considered separately.

The agricultural conservation program

The agricultural conservation program (ACP) was established by the Soil Conservation and Domestic Allotment Act of February 29, 1936. In brief, this act authorized payments to farmers for shifting acreage from soil-depleting to soil-building crops and for conservation plantings and practices. The ACP is administered through a series of State and county committees. The State committees are made up of

farmers appointed by the Secretary of Agriculture plus the State Agricultural Extension Director. County committees are composed of three farmers, elected annually, and the County Extension Agent. Soil Conservation Service technicians and, where applicable, Forest Service representatives participate in the development of programs at both State and county level.

Each State committee develops a program for its State which must be approved by the Deputy Administrator for Conservation, ASCS. State committees also review the programs of the individual counties and allocate funds to each county from the total amount allocated to the State. The county committees, in turn, review applications of individual farmers for assistance in carrying out their conservation programs and set the amount of Federal cost sharing for such practices within the amount of funds allocated to the county.

Money is supposedly allocated to the States on the basis of conservation needs. In 1961, Texas received the largest allocation, \$20,386,000. Iowa was next with \$9,757,000 and Missouri third with \$9,160,000. At the opposite end of the scale, Rhode Island received \$82,000; Alaska, \$64,000; and the Virgin Islands, \$13,000. A total of \$238 million was appropriated for payments earned under the 1961 program and there was an advance authorization of \$250 million for 1962, through Public Law 87-112. The magnitude of ACP activities are more fully indicated in the table which follows.

AGRICULTURAL CONSERVATION PROGRAM ACCOMPLISHMENTS
1936-60 ^{1/}

Terraces to control water and check erosion	25.4 million acres
Spreader and diversion terraces	660 million linear ft.
Contour farming	145 million acres
Field stripcropping	105 million acres
Permanent sod waterways and terrace outlets	29.5 billion sq. ft.
Annual green manure and cover crops	422 million acres
Permanent type cover for all purposes	91 million acres
Establishing cover in rotation	248 million acres
Stubble mulching	91 million acres
Storage type dams for erosion control, water conservation, and better distribution of grazing	1.7 million
Drainage for conservation	40.2 million acres
Leveling irrigable land to conserve irrigation water and control erosion	7.2 million acres
Natural reseeding of range lands by deferred grazing	218 million acres
Springs and new wells for livestock permitting better grassland management	255 thousand
Pipelines for livestock water	40 million linear ft.
Controlling competitive plants in pastures and range	42.2 million acres
Tree planting	3.0 million acres
Timber stand improvement	2.2 million acres
Lime to permit establishing cover	423 million tons

^{1/}Data for 1936-59 from U. S. Department of Agriculture, "Agricultural Conservation Program, Summary by States, 1959," Washington: U. S. Government Printing Office, 1960, pp. 62-67. Data for 1960, unpublished, from ASCS, October 17, 1961.

According to ASCS "...many of these soil, water, and woodland conservation practices, established for their agricultural conservation benefits are related to or contributed to outdoor recreation and provide recreational benefits ranging from incidental to substantial."^{2/}

For most conservation practices, not more than 50 percent of the cost may be provided from Federal funds, and for several years, no single individual has been eligible to receive more than \$2,500 in 1 year.

Until 1962, the ACP had not shared costs for any practice that had benefits to recreation or wildlife as its primary purpose. The ACP Guidebook for Farmer Committeemen stated, however,

...you are encouraged to consider benefits to Wildlife when your [committee] makes decisions regarding practices and planting materials.

For example, the national practice on Tree Planting, states: "If shrubs are used, those that benefit wildlife should be given preference wherever possible." Practices carried out under the ACP for soil and water conservation have many benefits to wildlife as a byproduct by providing water, cover, and feed.

Using ACP cost-share funds to build ponds primarily for fish or for recreational purposes cannot be approved. However, many ponds built for conservation and storage of water for agricultural purposes are also good places for fish.^{3/}

The appropriations act for 1962 (Public Law 87-112) specifically authorizes cost-sharing payments when the primary benefit is wildlife conservation. This provision marks a definite change in policy and should very considerably expand outdoor recreation benefits from the conservation programs of ASCS.

The ASCS and the SCS have been criticized by sportsmen and wildlife groups for their part in helping to finance the drainage of lands suited to the propagation of waterfowl.^{4/} The ASCS answers that some of the drainage would have been accomplished without the two agencies' assistance and that they have no control over private expenditures on private lands; that drainage proposals are not approved if the SCS considers them to be a serious detriment to wildlife; and that they have provided more acres of water and waterfowl habitat than they have assisted in draining.

The conservation reserve program

The conservation program (CRP) was established under the Soil Bank Reserve Act of May 28, 1956, with

objectives of removing cropland from production and instituting conservation measures on lands so removed. The objectives then of the CRP were somewhat similar to those of the SCS except that, under the CRP, lands were retired from production and were retired under contracts that ran from 3 to 10 years. Under such contracts, the farmer agreed to harvest no crop, permit no grazing, prevent the reserve land from becoming a source for spreading noxious weeds, and keep the reserve land in the conservation use specified in the contract. Such conservation uses included: planting a permanent cover of grass and legumes, establishing trees or shrubs, and constructing dams, pits, or ponds to provide or improve habitat for waterfowl, fur animals, and other wildlife.^{5/}

As compensation for removing his land from production, the farmer received an annual rental from the Government. The rental rate varied from State to State. In 1960, the rate ranged from a low of \$7.67 per acre in Colorado to a high of \$19.89 in Rhode Island and with a national average of \$11.85 per acre. In addition, the farmer could receive up to 80 percent of the cost of establishing the conservation practice, e.g. planting trees, through a cost-sharing agreement with ASCS. The program was administered in the field by ASCS county committees.

"As of the end of 1960 there were more than 306,000 conservation reserve contracts in effect, covering approximately 28.7 million acres of reserve cropland in 47 States."^{6/} Total rental cost to the Government for 1960 was \$339,546,341. During the period 1956 through 1960, more than 18 million acres of cropland were converted to grass, 2 million acres were planted to trees, 295,000 acres of specific wildlife cover were established, and 10,000 acres of cropland were flooded for waterfowl habitat.^{7/}

The Soil Bank Act of 1956 authorized a 5-year program expiring at the end of 1960. The 86th Congress did not extend the act; therefore no new contracts have been executed in 1961. However, contracts previously entered into are still in effect but will expire each year through 1969. By the end of 1969, all the contracts will have expired except for a few involving tree planting which will expire in 1970. Some of the conservation practices started under this act will continue, especially in those areas planted to trees. However, much of the land planted to grass and wildlife cover will revert to cropland as contracts expire with a consequent diminution of wildlife habitat and outdoor recreation potential.

Considerations other than recreation and conservation have, or course, influenced the decision to "phase out" and terminate the soil bank program.

^{2/}Unpublished data from ASCS, October 17, 1961.

^{3/}U. S. Department of Agriculture, Agriculture Conservation Program Service, "Guidebook for ASC Farmer Committeeman" Washington, U.S. Government Printing Office, 1958, p. 21.

^{4/}See, for example, the testimony of Thomas L. Kimball, Executive Director, National Wildlife Federation, and Michael Nadel, Assistant Executive Secretary, the Wilderness Society, before the House Subcommittee on Department of Agriculture Appropriations for 1962, 87th Cong., 1st sess., p. 3, pp. 432 and 445.

^{5/}U. S. Department of Agriculture, Commodity Stabilization Service, "The 1960 Conservation Reserve" Washington, U.S. Government Printing Office, 1959, pp. 9-10.

^{6/}U. S. Department of Agriculture, "Supplemental Report of the Secretary of Agriculture on the 1960 Soil Bank Conservation Reserve Program," March 13, 1961.

^{7/}U. S. Department of Agriculture, ASCS, "Conservation Reserve Program of the Soil Bank, 1960 Statistical Summary" Washington, U. S. Government Printing Office, 1961, p. 11.

The Soil Conservation Service

Depending on one's perspective, the SCS may be considered as the technical arm of the ASCS or the ASCS may be thought of as being the financing agency, or the banker, for the SCS. When conservation farm plans which involve cost-sharing by the Federal Government are developed by individual farmers with the help of SCS technicians, the farmer may apply to ASCS for funds.

The SCS is involved in two different programs that have a direct bearing on outdoor recreation—the district assistance program and the watershed protection and flood prevention program carried out under Public Law 566. These two programs will be considered separately.

The district assistance program

Soil conservation districts are common throughout the United States and most citizens are at least aware of their existence and the general purposes of the program. Probably very few persons are aware, however, of the tremendous recreation asset that has been created on soil conservation districts in the form of farm ponds. According to the Soil Conservation Service, about 1.4 million farm ponds have been constructed under the district assistance program. Most of these farm ponds were developed with the assistance of ACP cost-sharing funds.^{8/} These ponds were constructed primarily for water conservation, irrigation, and stock watering purposes but they are also used for fishing, swimming, boating, and picnicking in the summer and for ice skating in the winter. Many of them are stocked with fish from Federal hatcheries. In terms of man-days of use, they may very well constitute one of the Nation's most valuable outdoor recreation resources. The recreation values of these farm ponds gain additional importance from the fact that a very considerable number of them are located in, or near, areas of high population density.

From a recreation point of view, these farm ponds represent a tremendous new recreation resource. They are especially significant because of the very large number in existence, because of their wide dispersion, and because they do constitute a new and additional recreation resource. Furthermore, the other aspects of soil conservation (erosion control, tree planting, grass planting, and the like) have added unknown but very considerable benefits to wildlife habitat. The SCS and the ASCS can say, in effect, "We have added an enormous new recreation resource to the Nation—and we have done it without even trying through the application of soil conservation techniques."

Soil conservation districts are organized on an area basis with boundaries that frequently follow county lines. Each district is headed by a board of farmers and is assisted by 2 to 4 conservation technicians from the Soil Conservation Service. A farmer who wishes to avail himself of the benefits of the Soil Conservation Service program prepares a conservation plan for his properties (usually with the assistance

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of SCS technicians) and submits the plan to the local district board for review. The farmer may also apply to the Agricultural Stabilization and Conservation Service for financial assistance in carrying out his conservation plan. Such assistance, if granted, is likely to be on a 50-50 basis.

The Soil Conservation Service has no statutory or other formal authority for constructing recreational facilities, nor is recreation use included in justification for appropriations. Recreation is therefore an incidental, and almost accidental, bonus benefit of the soil conservation program.

The watershed protection and flood prevention program

The Watershed Protection and Flood Prevention Act (Public Law 566) provides that a local organization may apply to the Secretary of Agriculture through the Soil Conservation Service for assistance in developing and constructing a local flood prevention and watershed protection program. Such projects may not exceed \$250,000 of Federal contributions for construction and may not exceed a reservoir capacity of 2,500 acre feet without the express approval of appropriate congressional committees. "Local organizations" may be special districts created for the express purpose of providing flood prevention and watershed protection, or they may be already existing soil conservation districts, other special districts, or municipalities, or State agencies.

Projects are constructed on a cost-sharing basis with the Federal Government paying 100 percent of the flood prevention cost allocation, 50 percent of the cost of fish and wildlife measures, and 45 percent of the costs allocated to agricultural water management benefits. Thus, if flood prevention was considered to comprise 50 percent of the benefits of a project, the Federal Government would pay 50 percent of the total cost of the undertaking plus 45 and/or 50 percent of the balance. However, it seems reasonable to expect that local organizations will attempt to maximize flood prevention benefits in cost allocation and thereby minimize the amount to be contributed locally.

Specific fish and wildlife measures that may be eligible for Federal cost-sharing moneys include additional storage capacity, different or additional structural features or structural modifications, reservoirs solely for fish and wildlife development if considered to be an integral part of a multiple-purpose water project, stream channel improvement, and marsh and pit development to improve breeding and nesting areas and wildlife environment generally.

If the local organization does not have funds available to defray its share of project costs, it may apply to the Farmers Home Administration for a long-term loan not to exceed \$5 million for one project.

The local organization issues bids and lets contracts for construction.

Naturally, not only farmers, sportsmen, and conservationists are interested in water construction projects. The Caterpillar Tractor Company, for instance, ran a two-page advertisement, in color in the April issues of "Newsweek," "U. S. News and World Report," "Time," and "The Saturday Evening Post" under the heading "Can we Double Our Water Supply—and Quickly?" This advertisement among other

things, extolled the benefits of the small watershed program. As of July 14, 1961, a total of 1,511 project applications had been submitted since the passage of the act in 1954. "... an estimated \$43,077,000 will be available for the installation of works of improvement on Public Law 566 Watersheds [in 1962]...."^{9/}

If the local organization avails itself of Federal cost-sharing benefits for fish and wildlife development it must also allow public use of these reservoirs. There is, however, no requirement that public access to the reservoir be provided. Allowing public use and providing public access are not synonymous terms. On the contrary, and in the words of the SCS,

Measures which provide benefits classified as "recreation" were specifically excluded from Public Law 85-865. Therefore, Federal assistance is not authorized for measures involving the harvesting or enjoyment of fish and wildlife resources such as access roads, parking areas, and boating facilities.^{10/}

The act thus appears to operate under the fiction that fish and wildlife measures are employed for the benefit of the fish and wildlife and not to provide recreational opportunities for people. The SCS recognized this inconsistency in the act in the memorandum quoted above by the statement that, "Most of the benefits derived from fish and wildlife development in most watersheds stem primarily from the enjoyment of sport fishing and hunting."^{11/}

Problems and Possibilities

Contribution to outdoor recreation

The conservation practices carried out under the ASCS and SCS have made a notable contribution to the outdoor recreation resources of the Nation. These contributions are especially significant because they are widely dispersed, occur in some areas of high population density, and have, in many instances, created a new recreation resource. The milestone Agricultural Appropriation Act of 1962 which authorizes cost-sharing payments for wildlife conservation practices as a primary purpose will further enlarge outdoor recreation potentials on agricultural lands.

Drainage of wetlands

The damage of waterfowl habitat by drainage of wetlands under ACP cost-sharing agreements may have been exaggerated. In any event, the criticism of such drainage practices has been sufficiently intense to produce extreme sensitivity on this subject among ASCS and SCS personnel. This problem will be considered in more detail in the chapter on the Bureau of Sport Fisheries and Wildlife.

Public recreation on private lands

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and the SCS have been generally restricted to private lands. Nevertheless, the recreation resources created by conservation practices have been paid for in considerable part by the Federal Government. Undoubtedly most farmers share the recreational opportunities thus created with their friends and business associates, but they certainly cannot be expected to open their lands to the public. Any such requirement as a necessary condition to cost-sharing agreements would be violently opposed by farmers and, if passed over their opposition, would result in a very considerable diminution of the whole agricultural conservation program. However, measures should be considered which would encourage farmers to permit public access to their lands. Such inducements could be made attractive enough to cause a considerable number of farmers to permit public access as a condition to their cost-sharing conservation agreement.

Public access to small watershed projects

Public access to reservoirs created under the Watershed Protection and Flood Prevention Act would appear to fall into a different category. The Federal Government will ordinarily pay more than 70 percent of the total cost of the projects. Furthermore, the lands in the reservoir areas will either be acquired by the "local organization" or the organization will obtain permanent easements thereon.

Since the term "recreation" was stricken from the House version of the bill when it reached the Senate, the SCS has concluded that the intent of the act does not include access roads, parking sites, boat launching ramps, and the like. Consequently cost-sharing funds are not available for these purposes nor is the "local organization" required to provide them. As pressures for outdoor recreation sites increase and as the number of impoundments under the act increases, public pressure for guaranteed access to these reservoirs will intensify. It seems unlikely that any arguments against guaranteed public access will prevail against the simple fact that the public has right of access to resources it has created with public funds. The two obvious solutions to this problem are: (1) require that local organizations provide guaranteed public access as a condition to acceptance of their application for Federal funds or (2) provide additional Federal moneys on a cost-sharing basis for the acquisition of shoreline, access roads, and parking areas. Either alternative would require an amendment to the act.

Coordination of water projects

The Watershed Protection and Flood Prevention Act is concerned with a resource and is organized, administered, and financed in such a manner as to make it particularly appealing to local organizations and difficult for Congressmen to oppose. It seems likely, therefore, that the number of projects constructed under this act will become quite numerous. If this situation does occur, it will be necessary that some system of close coordination be established between the smaller dams near the headwaters of streams and the larger downstream dams operated

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by the Corps of Engineers and the Bureau of Reclamation. Such coordination will be necessary not only to regulate flow for irrigation, power, and flood control but also to maintain satisfactory levels in the reservoirs for fish, waterfowl, and boating. Advance planning for such coordination may obviate conflict and crisis in the future.

Termination of soil bank contracts

The termination of soil bank contracts over the next 9 years raises serious questions for both farmers and the Government as to the disposition and use of lands which were formerly in the conservation reserve. The reserve lands are scattered throughout 47 States. Some of them have high recreation value or high potential recreation values. This situation presents an opportunity for government agencies at all levels to acquire lands, at least partially developed, for recreation purposes. If lands with highest recreation potential are allowed to revert to cropping, the cost of purchasing and developing such lands for recreation at some future date will, of course, be much higher.

The gestation of conflict

Most of the recreation problems and conflicts generated by the activities of the conservation agencies of the Department of Agriculture stem from the fact that recreation is an incidental, and almost accidental, bonus benefit which occurs through efforts to conserve soil and water and from the fact that most such conservation practices are carried forward on private property with access controlled by the owner. To date, conflicts between recreation and other uses have generally not become critical. As the demand for outdoor recreation increases, however, the frequency and intensity of conflict will also increase. The kind and location of most such conflicts can be anticipated, plans can be formulated, and programs adopted which will avert future crises. So far these impending problems have received little consideration.

THE FOREST SERVICE

National forest reserves were originally authorized by an act of March 3, 1891, which provided "That the President of the United States may . . . set apart and reserve any part of the public lands wholly or in part covered with timber . . . as public reservations . . ." Congress authorized regulation of ". . . their occupancy and use and to preserve the forests thereon from destruction; . . ." in the act of June 4, 1897. The present Forest Service was created by the act of March 3, 1905.

When the 1905 legislation became effective, the Secretary of Agriculture, "Tama Jim" Wilson, issued a set of instructions which laid the basis for Forest Service policy since that time. Among these were: (1) "All the resources of forest reserves are for use and this use must be brought about . . . under such restrictions only as will assure the permanence of these resources . . ."; (2) "In the management of each reserve local questions will be decided upon local grounds . . ."; and (3) "...the dominant industry will be decided first but with as little restric-

tions to minor industries as may be possible . . . where conflicting interests must be reconciled the question will always be decided from the standpoint of the greatest good of the greatest number in the long run."

These instructions have been followed with remarkable consistency since 1905. The concepts of conservative use, of multiple use, and of decentralized administration are cornerstones of Forest Service policy today.

By 1961 there were 155 national forests with a total land area of 181,500,000 acres located in 42 States and Puerto Rico. They constitute approximately one-third of the remaining sawtimber in the United States and yielded 9/4 billion board feet of lumber in 1960. In addition to their value for timber production, the national forests are important as watersheds, grazing reserves, and for wildlife habitat and outdoor recreation.

The Forest Service also carries on an extensive cooperative program with States and with private corporations in forest fire control and in the eradication of forest diseases and harmful insects.

Some 3.8 million acres of submarginal farmlands which were purchased by the Federal Government between 1933 and 1942 under the Bankhead-Jones Farm Tenancy Act are also managed by the Forest Service. These areas are called national grasslands and are administered by the same personnel and in the same manner as are the national forests except that their principal commercial value is forage, not timber.

Although most Forest Service land is located in the West, national forests are established in each of the principal forest regions of the United States. Some 20 million acres of national forest lands are located east of the Mississippi River.

The Forest Service and Outdoor Recreation

It seems likely that the Forest Service was originally pushed into recreational activities in self-defense. People discovered the recreational values of the forests and used them with the result that the Forest Service found itself attempting to "manage" recreation to minimize fire hazards, stream pollution, and hazards to the recreationists themselves. Once having become involved, Forest Service personnel apparently adapted themselves to the situation and tried to make the most of it. There are probably still some "die-hards" who consider themselves to be exclusively timber and range managers but they must be few in number. The official policy^{12/} of the Forest Service is now, and has been for some time, to encourage recreational use of the national forests. Posters, movies, pamphlets and other media carry the message "The National Forests—America's Playgrounds."

^{12/}The Forest Service has been most successful in obtaining the support and acquiescence of field personnel in carrying out official policy. For a description of methods used in maintaining effective headquarters-field relationships see Herbert Kaufman, "The Forest Ranger" (Baltimore: Johns Hopkins Press, 1960).

Recreational visits to the national forests have been increasing at an almost incredible rate as the following table will indicate.

NUMBER OF VISITS TO NATIONAL FORESTS
FOR RECREATIONAL PURPOSES^{13/}

Year	Total visits
1925	5,622,206
1930	6,910,924
1935 ^{a/}	9,718,330
1940	16,162,967
1945	10,074,089*
1950	27,367,797
1955	45,712,868
1960	92,594,500

^{a/} Fiscal year. Other figures are for calendar years.

It is estimated that recreational visits in 1961 will run well over 100 million.^{14/}

The rate of increase in hunting and fishing licenses purchased nationally during the period 1948-58 was approximately twice as high as the rate of population increase. However, hunter and fishermen visits to national forests since 1947 have increased six times faster than the nationwide sale of hunting fishing licenses.^{15/}

Obviously such a phenomenal increase in visitations has created tremendous problems for the Forest Service. One result has been damage to the resources themselves. According to Secretary Freeman, "Skyrocketing demands for outdoor recreation opportunities have stretched the recreational facilities of the national parks and national forests so badly that in many places they are deteriorating under the pressure of overuse."^{16/}

The Forest Service, in 1955, recognized that existing facilities were inadequate to meet current and projected recreation demand. A campaign to remedy this situation, called "Operation Outdoors," was launched in 1957. Operation Outdoors set a target date of 1962 by which time it hoped to (1) accelerate maintenance and rehabilitation of existing facilities so as to bring them to a satisfactory condition of safety and sanitation and (2) to establish such additional sites and facilities as would be necessary to accommodate the recreation demands of 1962.

Operation Outdoors will fall far short of its objectives because the demand for national forest recreation has accelerated much more rapidly than was expected and because adequate funds have not been provided.

National forest recreation resources

The exact kind, quantity, and location of recreation resources in the national forests are as yet unknown. The Forest Service is now engaged (1961) in a detailed, 2-year inventory to supply this data. This inventory will be used to make national forest recreation plans which will not only locate, identify, and describe the potential recreation areas in anticipation of demands to the year 2000 but will also be concerned with such matters as cost of access roads, alternative methods for development of sites, probable damage to resources through intensive use, and other factors of like nature.

The information compiled in this survey will not only be of great value for planning recreational use of the national forests but it will also aid in the management of the forests for timber, grazing, watershed protection, and wildlife habitat. At the same time the Forest Service, through the medium of the survey, has registered its sincere interest in, and concern for, the problems of outdoor recreation and has served notice that it is in the recreation business to stay.

Even without the inventory, it is known that the national forests support almost all kinds of fish, game, and nongame species found in the United States. "One-third of the big game animals in the United States live all or part of the time in the National Forests. This includes four-fifths of the moose, elk, and grizzly bear, and nearly two-thirds of the mule deer, black bear, and bighorn sheep."^{17/} In 1959, 13,300,000 persons fished in the 81,000 miles of streams and the 2 million acres of lakes of the national forests.^{18/}

There are some 5,300 developed camp and picnic sites, 183 developed ski areas, 415 resorts, 18,455 summer homes, 112,000 miles of hiking and riding trails, 150,000 miles of scenic roads and 83 wilderness, wild, canoe, or primitive areas.^{19/} There is little exaggeration in the slogan "The National Forests—America's Playgrounds."

Recreation management policies

Recreational use has been recognized by the Forest Service as one of the multiple uses of national forest resources. In the words of Secretary Freeman, "We are determined that, in the years just ahead of us, the Department of Agriculture will make every possible effort to meet the demands upon the resources of the National Forests and you may be sure . . . that the priority of hunting and fishing, and of all recreational values, will be as high as that of the other major national forest uses."^{20/}

^{17/}U. S. Department of Agriculture, Forest Service, "National Forest Wildlife," Washington: U. S. Government Printing Office, 1961, p. 7.

^{18/}Ibid., pp. 2 and 6.

^{19/}U. S. Department of Agriculture, Forest Service, "National Forest Vacations," Washington, U. S. Government Printing Office, 1960 and unpublished data from the Forest Service, October 18, 1961.

^{20/}Orville Freeman, Secretary of Agriculture, letter of greetings to the Outdoor Writer's Association of America Annual Convention, June 4-10, 1961.

^{13/}U. S. Department of Agriculture, Forest Service, "The National Forest System and Outdoor Recreation" (Processed, July 1960) p. 51, and unpublished data from Forest Service, October 18, 1961.

^{14/}Remarks of Orville L. Freeman, Secretary of Agriculture, to the National Association of Television and Radio Farm Directors, July 10, 1961.

^{15/}U. S. Department of Agriculture, Forest Service, "Report of the Chief of the Forest Service, 1959," p. 12.

^{16/}Remarks of Orville Freeman, previously cited.

Congress has supported this departmental position through passage of the Multiple Use Act (74 Stat. 215) of June 12, 1960, which provides, in part "That it is the policy of the Congress that the national forests are established and shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes." Repeated and increasing appropriations for recreation also indicate acceptance by Congress of recreational use as one of the objectives of national forest management.

Some of the more significant policy guidelines for the administration of recreation in the national forests are: (1) recreation resources are to be made available to the public insofar as it is consistent with overall management of the forest; (2) to take all measures, within reason to assure the safety of users; (3) to prevent unsanitary conditions, pollution, and forest fires resulting from recreation use; (4) to provide the best possible wildlife habitat and the best possible hunting and fishing consistent with all other uses; (5) to provide only those facilities suitable to the forest environment; (6) service facilities such as resorts, motels, ski lifts, filling stations, and the like will be operated by concessionaires under supervision of the Forest Service; (7) lands that are mainly valuable for their wilderness qualities will be protected in that use; (8) preferential private uses, e.g., summer homes, will be allowed only where lands are not needed or suitable for public use.^{21/}

Problems and Possibilities

Skvrocketing recreational demands

Recreational visits to the national forests have more than doubled since 1955 with a total of over 100 million visits expected in 1961. This tremendous mass of recreationists has created problems in fire control, in providing clean water and adequate sanitary facilities, in protecting people from the hazards of the forests, and in protecting the recreation resource itself from destruction or injury by the users. These, and similar unresolved problems have also acted to create antagonism among frustrated and disappointed recreationists as well as morale problems for harassed and overworked Forest Service personnel.

According to Secretary Freeman, the principal deficit in the Forest Service is not particularly land but adequate funds to carry out the Forest Service's Operation Outdoors development program.^{22/}

The following table compares recreational visits and appropriations for recreational purposes over the past 10 years.

RECREATIONAL VISITS AND APPROPRIATIONS FOR RECREATIONAL PURPOSES, U. S. FOREST SERVICE 1950-1960 ^{23/}

	Number of recreational visits	Appropriations for recreational purposes
1950	27,367,797	\$ 1,914,726
1952	33,006,885	2,001,363
1954	40,304,037	2,296,060
1956	52,556,084	3,087,250
1958	68,449,500	9,070,100
1960	92,594,500	10,173,000

As the table indicates, on a proportional basis appropriations have risen faster than have recreational visits over the 10-year period. However, appropriations in 1950 were not adequate for policing and maintenance to say nothing of construction and development. Furthermore, public recreation on a static resource base is an increasing cost industry. The greater the number of people who occupy the same area at the same time, the greater the per-capita cost of administration. This situation occurs mainly because new and additional services are required. In 1925, when recreation visits to national forests totaled only 5.6 million, pure drinking water was generally available without expensive development; existing roads were probably more than adequate; natural open spaces provided ample room for parking, picnicking and camping; uncollected refuse, while unsightly, did not ordinarily constitute a health hazard. These and many similar conditions no longer apply. Furthermore, people's expectations are considerably higher—they expect and demand more and better facilities and services.^{24/} Add to these factors the decline in the purchasing power of the dollar, and the appropriations-visits ratio does not appear as favorable as at first glance. Since no cost-benefit ratio or similar criterion is applied to appropriation requests for recreation, the Forest Service can justify increased appropriation only by attracting an increased number of visitors which, in turn, makes the preceding appropriation inadequate.

Fees for recreation use

While it is generally agreed that the public should not be required to pay a fee for entering upon its own property, there is considerable support for the idea that those persons who do use the forests should pay a fee approximately equal to the additional costs created by their visits. There appears to be no good

^{23/}U. S. Department of Agriculture, Forest Service, "The National Forest System and Outdoor Recreation" (Processed, 1960), pp. 37, 41.

^{24/}According to "Time" magazine, "Michigan authorities have already approved installation of additional electrical facilities to handle the increased load of electric frying pans and blankets, . . . In cases where campers cannot plug their heaters and stoves and coolers and hair dryers and shavers into handy outlets, they can always hike over to the rest rooms to plug in there and cook their dinner (a practice on which the authorities frown)." "Ah Wilderness," "Time," July 14, 1961, p. 51.

^{21/}Extracted and condensed from U. S. Department of Agriculture, Forest Service, "The National Forest System and Outdoor Recreation," processed, 1960, pp. 24, 26-28.

^{22/}From remarks of Orville Freeman to the National Association of Television and Radio Farm Directors, July 10, 1961.

reason, for instance, why the general public should pay for cleaning up the refuse left in picnic grounds by those persons who are fortunate enough to use them. And there seems to be no real opposition to paying a reasonable fee.^{25/}

Because of great variations in recreation demand, facilities and access to national forests, the Forest Service does not employ any uniform fee system. The general pattern has been that, within certain carefully defined limits, the question of fees has been left to the discretion of the individual national forest supervisors. Fee rates and methods of collection and administration therefore vary somewhat with each national forest. When a fee is collected, the supervisor ordinarily attempts to set the rate high enough to cover the additional costs of policing and cleanup. The actual business of collecting the fee is frequently "farmed-out" to a concessionaire who makes collections for a small percentage of the gross amount collected. In most instances, the concessionaire is also responsible for maintenance of certain facilities and for cleaning up camp sites and picnic grounds. It is probably correct to suggest that most Forest Service personnel consider fee collection to be something of a nuisance and a generally inappropriate activity. When fees are collected by Forest Service personnel, the Forest Service bears the expense incurred in the collecting process but the proceeds go into the U. S. Treasury—so, in effect, the Forest Service loses money on the transaction.

There are, however, real and difficult problems in deciding upon any single fee system as the following interchange in a House Appropriations Subcommittee hearing will indicate:

Mr. DENTON (Congressman from Indiana).

Is there some way you people could charge the people using these recreational facilities for using them so you would have more money?

Mr. CLIFF (Forest Service). Yes; we have authority to charge for the use of the national forests, and we have been giving a great deal of thought to this question. This committee has raised this question previously, and it has been raised by others. It is a rather complex problem.

The national parks generally are pretty solid Government ownership, and there are just a few entry points. It is feasible for them to collect the entrance charge, which I understand is not a charge for the use of the facilities but a charge for the use of the roads.

On the other hand, every national forest has numerous entry points. I imagine we have at least 50 road entrances to the Gallatin National Forest.

Mr. DENTON. That was pretty much blocked off when I was there.

Mr. CLIFF. A part of the Gallatin National Forest is all checkerboarded with a mixed land ownership pattern. The problem of collecting a charge at the entrances is one that would be

very difficult. We have considered collecting the charge on the developed recreation sites, and we recommended to the Department last year that we adopt a charge system where we collect on the improved sites and collect only from the people who are using the facilities. That would present some difficulties in policing, and collecting on numerous individual sites would be quite costly, too. The Department did not approve that recommendation, but suggested that we consider a voluntary system where people would just voluntarily pay a fee, buy a stamp, or make some other kind of voluntary donation.

Mr. MAGNUSON (Congressman from Washington). You would not expect much revenue from that, would you?

Mr. CLIFF. No; we did not. We considered it seriously, though, and sought advice from a public relations concern that has had experience in making voluntary collections. They advised us not to undertake that sort of thing—that it works for charities and private and semi-private types of fund collection drives, but that it probably would fall flat if Uncle Sam tried to solicit collections voluntarily.

We expect that this user-charge question on recreation areas is one of the things that will be considered by the Budget Bureau in response to President Kennedy's natural resources message.

Mr. DENTON. I think the forester at the forest was George Duvendack. He suggested you have something like a duck stamp; that you sell people a stamp and that would give them a right to camp in any national forest throughout that year. He thought it would be just as easy to enforce as it is to enforce hunting ducks law. As a matter of fact, you have more forest rangers around than game wardens.

Mr. CLIFF. We considered that as an alternative. I think it is one of the alternatives that has the greatest promise. My personal viewpoint on this is that there should be a uniform charge policy and a uniform collection method for all types of Federal installations that provide public recreation.

The Army Engineers are providing recreation at reservoirs, and the Park Service and the Forest Service provide a great deal of recreation. There is no uniformity at all in the methods which are used in making the collections, in making charges or not making charges. It seems to me that one of the things that should be explored is the possibility for a uniform policy applied to all Federal lands with perhaps some of the details varying with circumstances.

Mr. DENTON. In this district I represent you have a small national forest of about 50,000 acres. There is one little 4-acre lake that the CCC put in. Before you developed your program of taking care of recreation areas, the junior chamber of commerce collected admissions from people going to that lake. They kept the park site up and did a very

^{25/}According to one Forest Supervisor, "I had 6 years experience with a fee system in a national forest which received about 45,000 visits per year. During that 6-year period I received only three written complaints on fees."

good job. I think they are still collecting admissions. I think they collected admissions last year from 10,000 people. I think there is a possibility of getting quite a bit of revenue that way.

Mr. CLIFF. In that case is it Cannelton?

Mr. DENTON. Yes, out of Cannelton.

Mr. CLIFF. The Cannelton Junior Chamber of Commerce operates that German Ridge recreation area under permit, and they do the cleanup work and collect the charges and they plow back the receipts into the cleanup and management of the area. It is working very well.

We have some 55 other areas that are being operated in a similar way, some by individuals, some by community groups. It does work on the larger and more heavily used areas. There at German Ridge we had 12,000 visitors exclusive of children.

Mr. DENTON. I thought they told me 10.

Mr. CLIFF. Last year I think it was 12. It was 10,000 or 12,000 exclusive of children, who are not charged. We have a large number of recreation developments that are what you might call small ones where there are only five or six picnic spots where the use would not justify the cost of collecting the charge on the site. That is another one of our problems that differs from others.

Mr. DENTON. The thought I have in mind is you need more money for that purpose. I think the public wants it, but the people who use it ought to be the ones paying the biggest share of the expense.^{26/}

Regardless of the administrative difficulties involved in fee collection, the general taxpayers subsidized recreation users of the national forests to the tune of \$14,595,000 in 1961, plus an additional \$1,535,000 for wildlife habitat management. Not included in these totals are \$20 million for fire protection, \$7 million for insect and disease control, and \$30 million for roads—all of which benefited the recreationist directly or indirectly.

The Forest Service insists that entrance fees are not practical because of the thousands of entrances and because of the 41 million acres of private holdings within its borders, plus the timber and grazing interests who use the forests. Some other possibilities include recreational use licenses, recreation site licenses, and recreation site fees.^{27/}

The recreational use license would entitle the bearer to use any national forests (and possibly other Federal properties) for a period of 1 year. Such licenses could be sold in post offices and at Forest Service offices somewhat in the same fashion as Duck Stamps. Such licenses could include an automobile sticker. Enforcement might be somewhat difficult at first but after users became accustomed to the practice, it should be no more difficult than enforce-

ment of hunting and fishing licenses. After such a practice became accepted, the administrative problem of fees and fee collection would be solved from the point of view of the Forest Service. However, a uniform fee would, in effect, subsidize the frequent and long-staying user at the expense of the occasional user. It would also favor the user of improved facilities at the expense of hunters, fishermen, and others who seldom or never use such facilities.

The recreation site license would entitle the bearer to utilize improved and developed recreation sites such as campgrounds, picnic grounds, boating sites, and the like. Such improved facilities account for about 80 percent of the cost of recreation in national forests. This system would correct a part of the inequity in the recreational use license, but the frequent and long-staying visitor would still be favored. It might be easier to enforce because such improved sites are usually situated along highways, and it would not be necessary to patrol the whole forest. Users might accept the fee with less protest because the benefits might be more clearly evident and for purposes which commonly entail a charge of some sort. Furthermore the user would not be required to pay a fee for using the forests—only for the utilization of particular facilities. This "optional" feature might make it more palatable to some people. On the other hand, especially desirable locations would very likely be constantly filled and probably most facilities would be filled on peak days. Undoubtedly a recreationist would be much more disturbed by a "No Vacancy" sign if he carried a license entitling him to use such facilities than he would be if no such licensing system existed.

A recreation site fee would require payment of a fee per visit or per day at improved sites. This system avoids the inequities of both the above systems in that the user pays only for the facilities he uses and according to the frequency and duration of such use. However, the costs of collection would be considerably higher than under either of the other systems. Collections would be practical only at the larger and more desirable sites.

A site fee would also tend to equalize regional costs for national forest recreation. At present, those areas which are close to national forests pay no more for recreation opportunities than does the rest of the country. There would appear to be no reason why the rest of the United States should provide free recreation for Los Angeles residents in the nearby Angeles and San Bernardino National forests.^{28/}

A fee system of some sort will have to be developed soon. Congress will become more and more reluctant to appropriate funds for recreation as the amounts requested continue to grow. Furthermore, as competition for land increases, public land managers will find it increasingly difficult to disallow revenue-producing activities in favor of nonrevenue-producing recreation.

To repeat the words of Congressman Denton " . . . the people who use it ought to be the ones paying the biggest share of the expense."

^{26/}U. S. Congress, House, Subcommittee on Department of Interior Appropriations, "Hearings," 87th Cong., 1st Sess., (1961), pp. 1021-1022.

^{27/}The analysis which follows draws heavily on John Sieker, "What Should the User Pay for Forest Recreation?", Proceedings, Society of American Foresters, 1960.

^{28/}In 1959 these two forests had highest use with a total of 6,524,000 man-days.

Supervision of concessionaires

Commercial-type enterprises such as restaurants, motels, resorts, filling stations, ski lifts, and marinas are operated by concessionaires under the supervision of the Forest Service. In 1959 there were 4.2 million visits to winter sports areas and 4.6 million visits to hotels or resorts located in national forests. When all the other commercial enterprises are considered, national forest concessions become big business. It hardly seems necessary to add that, as recreation use increases, the size, complexity, and number of concessions will also increase—very likely at a faster rate than total number of visits.

The job of supervising the operations of a wide array of businesses must be an especially vexing problem to persons trained primarily as foresters. Over the years, Forest Service personnel have supposedly become more sophisticated in this kind of supervisory and regulatory activity. They have not only become more sophisticated, but they have also attempted to formalize and regularize the supervision and inspection procedure.

When a new resort, or other facility, is contemplated, the Forest Service draws up a kind of "master plan" for the area. Particular concessions are then planned which fit into the master plan. Once this has been done, the Forest Supervisor invites proposals, through a prospectus or other media, from prospective concessionaires. Interested bidders then submit plans and proposals. After a study of these proposals and an investigation of the bidder's financial status, experience, and the like, the Forest Supervisor awards the concession to the applicant whose proposal he considers most suitable. It should be emphasized that such awards are not made on the basis of the "high bid." They are awarded on the suitability of the proposal and the ability of the applicant to carry it out. Obviously these are subjective judgments, or they can be so construed. This kind of system also encourages allegations (if not the fact) of collusion and favoritism in the awarding of concessions. The same kind of accusations can be lodged against inspectors and supervisors who make unwelcome decisions on rates, level of service, and so forth. An even more difficult problem arises in attempting to enforce such decisions against a recalcitrant concessionaire or when it is considered necessary to cancel or withdraw a use-permit.

Private in-holdings

There are approximately 41 million acres of privately owned lands within the borders of the national forests. These private enclaves obviously complicate management of the forests for any purpose. Some of the private holdings have recreation potential, and some of them have been developed for that purpose. Part of the difficulty for the Forest Service stems from the fact that intelligent planning requires a knowledge of the plans of the private owners with reference to their properties. The procurement of such information is often difficult or impossible. In many cases what actually happens is that the Forest Service and private owners try to "outguess" each other.

The Forest Service has tried to solve this problem by "blocking-up" lands mostly through exchanges with private owners. In 1960, 74 exchange transactions were completed. The Forest Service requested an appropriation of \$110,000 for 1962 to accelerate the land exchange program. If funds are forthcoming, it is planned to consummate negotiations on pending exchanges involving 100,000 acres and to conduct appraisals and initial negotiations on an additional 150,000 to 250,000 acres.

With increased recreational use, the exchange and "blocking-up" policy is coming under serious scrutiny because some of the isolated Forest Service lands may have high recreation potential. This means that scattered tracts could be more valuable to the recreation public than large blocks—even though such large blocks are obviously easier to manage.

Where scattered or isolated tracts are chiefly valuable for local recreation, consideration should be given to transfer of such lands to local governments either through sale or exchange.

Recreation residences

As of June 30, 1961, there were 18,455 summer homes in the national forests existing under special use permits. This practice started many years ago when there appeared to be plenty of land, especially in the West. Later on, the Forest Service planned and laid out community areas and stipulated the kind of construction allowed before issuing permits. Such permits grant exclusive private use on each tract.

Exclusive single use hardly seems consistent with the Forest Service concept of multiple use, nor does exclusive private use appear to be consistent with Forest Service policy of giving highest priority to public use.

But the Forest Service maintains that special use permits for summer homes "... are not allowed to interfere with public or semi-public uses. They are permitted only on areas which because of topography or location are unsuitable for public use" ^{29/}

Coordination with State governments

Close coordination with State governments is necessary to effectively carry out forest fire protection, reforestation of non-Federal lands, construction of roads, and management of wildlife habitat. Recreational problems and possibilities connected with roads and highways will be discussed in the section devoted to the Bureau of Public Roads. Effective management of wildlife habitat sometimes becomes a problem mainly because of divided responsibility. The Federal Government, through the Forest Service, provides much of the wildlife habitat in the United States—especially in the West and in Alaska. But hunting (seasons, bag limit, etc.) is regulated by State laws. When game populations become heavy enough to deplete

^{29/} U. S. Department of Agriculture, Forest Service, "The National Forest System and Outdoor Recreation," processed, 1960, p. 19.

forage or injure young timber growth, the Forest Service must deal with State fish and game departments and sometimes with State legislatures. Oftentimes such situations involve disputes between stockmen and sportsmen as to the priorities to be accorded competing grazing uses.

Wilderness areas

... they knew why a man returns again and again to the wilderness: to become aware once more, to regain his natural animal tension; to see the cardinal slash through a sea of green leaves like a streak of new blood; to know again that water has taste as well as temperature, to drink sloppily and desperately because his mouth is dry and his tongue too big for his mouth; to back-pack his gear through glades and trails and to know the relief of rest” “Time”, July 14, 1961, p. 53.

The national forests contain 83 wilderness-type areas totaling 14,661,416 acres.^{30/} The wilderness areas were established by the Forest Service under the authority of Department of Agriculture regulations U-1 and U-2 issued in 1939. National forest wilderness areas exist, then, because of administrative policy decisions—not because of specific statutory directives.

Wilderness-type areas are divided by the Forest Service into four different categories: wilderness, wild, canoe, and primitive. The wilderness and wild categories are essentially the same except that “wilderness” is applied to tracts exceeding 100,000 acres and “wild” to tracts of less than that amount. The Secretary of Agriculture establishes wilderness areas, while other categories may be designated by the Chief of the Forest Service. Hunting and fishing (subject to State laws) are permitted in wilderness areas as is prospecting and mining. Lumbering and roads are prohibited except that owners of private property, including miners, are allowed roads for ingress and egress. Residences and commercial enterprises are prohibited. Grazing is permitted but is being gradually reduced.

The single canoe area, in the Superior National Forest of Minnesota falls into about the same use category as the wild and wilderness areas except that timber harvesting is permitted under the provisions of the Shipstead-Nolan Act of July 10, 1930.

Primitive areas are subject to the same restrictions as are wild and wilderness areas pending further study and a determination as to whether they should be classified as wild, wilderness, or revert to the status of “ordinary” forest lands.

Wilderness-Type Areas in National Forests^{31/}
February 24, 1961

Kind of Area	Number	Acreage
Wilderness	14	4,888,173
Wild	28	979,154
Primitive	40	7,907,416
Canoe	1	886,673
Total	83	14,661,416

^{30/}U. S. Congress, Senate, Committee on Interior and Insular Affairs, “Hearings on S. 174,” 87th Cong., 1st Sess. (1961), p. 14.

^{31/}*Ibid.*

Most of the wild and wilderness areas contain alpine-type timber growth of low commercial value and are so located as to make access difficult and too expensive for profitable logging operations in the present state of forestry technology and lumber prices. They have some value for summer grazing. In 1960, there were an estimated 13,374 mining claims in wilderness-type areas covering about 243,000 acres, but there were only six mines from which a commercial shipment was made.^{32/} The estimated recreational use of wilderness-type areas in 1960 was 614,300 visits totaling 1,903,000 visitor-days.^{33/}

The Forest Service has been criticized by some wildlife and wilderness groups because it has not moved more rapidly in reclassifying primitive areas as wild or as wilderness and for not placing additional lands in the wilderness category. Forest Service personnel are likely to be especially sensitive to this kind of criticism, because most of the existing wilderness areas were created before 1939 and before there existed any substantial support for the wilderness concept. According to E. L. Peterson, former Assistant Secretary of Agriculture, “A great deal of the philosophical background of wilderness proponents and their concern over the future of the country’s wilderness areas, stem from the experience of the Forest Service.”^{34/} So the Forest Service can say, in effect, “It was our idea in the first place and we went ahead on it without any help from you and now you are criticizing us because we haven’t done more.”

While the “wilderness people” have criticized the Forest Service for not moving fast enough, some other groups have objected to the “excessive” speed with which lands have been moved into wilderness-type categories. Generally speaking, these latter groups include stockmen, miners, and lumbermen.

The wilderness concept has great emotional appeal and both its proponents and opponents appear to be well organized and well financed. Numerous “Wilderness Bills” have been introduced in recent sessions of Congress. Most of these bills have had as their primary objective the protection of the status quo to prevent any encroachment on lands presently designated as wilderness.

The most recent and most widely supported wilderness bill is S. 174 introduced by Senator Clinton P. Anderson, Chairman of the Committee on Interior and Insular Affairs. S. 174 applies only to federally owned lands and has the general objective of stabilizing present wilderness areas in that category. With reference to the Forest Service, Senator Anderson says,

The wild, wilderness and canoe areas have been carefully studied by the Forest Service and their boundaries carefully defined. The Forest Service has determined that the best use of the land within their boundaries is preservation in its primitive state. This bill declares them to be a part of the national wilderness system. In enacting the bill, Congress will complete

^{32/}*Ibid.*, p. 115.

^{33/}Unpublished data from the Forest Service, October 18, 1961.

^{34/}Letter of August 31, 1960, E. L. Peterson, Assistant Secretary of Agriculture to Laurance S. Rockefeller, Chairman, Outdoor Recreation Resources Review Commission.

action as to 14 wild and 28 wilderness areas, comprising 5,867,000 acres, and 1 canoe area, in Minnesota, which contains 979,154 acres.

There also are 40 "primitive" areas in the national forests containing 7,907,416 acres of land. These tracts are temporarily designated as "primitive" to protect them from exploitation while the Forest Service surveys and studies them carefully, defines boundaries, and determines whether they should be finally designated "wild" or "wilderness."

S. 174 gives the Secretary of Agriculture 15 years to complete his review and recommend to the President whether or not each of these areas should be finally included in the wilderness system. The President then reviews these recommendations and sends his recommendations to Congress. Congress then has a full session in which to review the proposed areas and, if it does not agree with the President's recommendations, reject them by concurrent resolution.^{35/}

Restrictions on use of wilderness areas in S. 174 are generally the same as are presently imposed by the Forest Service except that prospecting and mining are prohibited except when authorized by the President. The bill is supported by the President,^{36/} the Secretary of Agriculture, the Secretary of Interior, and by most conservation, wildlife, and wilderness organizations. It is generally opposed by the American Farm Bureau Federation, the National Association of Manufacturers, the Chamber of Commerce of the United States, the American National Cattlemen's Association, the National Woolgrower's Association, the Industrial Forestry Association, the American Pulpwood Association, the National Lumber Manufacturers Association, the Northwest Mining Association, the Idaho Mining Association, the Independent Petroleum Association of America, the Utah Mining Association, and the American Mining Congress.^{37/} The State legislatures of Idaho and Wyoming have memorialized the Congress in opposition to the bill.

An argument frequently advanced by opponents of S. 174 is that it provides for a single use in contradiction to the traditional Forest Service multiple use policy. The Forest Service has responded to the effect that hunting, fishing, recreation, watershed protection, and limited grazing constitute multiple use and that such use was recognized by Congress in the passage of the Multiple Use Act of 1960 which states in part, "The establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of this Act."

Passage of S. 174 would give congressional stamp of approval to continued Forest Service administration of wilderness areas and squelch the efforts of

some groups to transfer such lands to another agency. It would also solve the problem of spurious mining claims—at least in areas designated as wilderness. S. 174 passed the Senate by a substantial majority in the first session of the 87th Congress but in 1961 had not yet come to a vote in the House.

Multiple use

Should one person keep order in the market and another in some other place, or should the same person be responsible everywhere? Again, should the offices be divided according to the subjects with which they deal, or according to the persons with whom they deal?—Aristotle

As defined by the Act of June 12, 1960 (74 Stat. 215)

"Multiple use" means: The management of all the various renewable surface resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; that some land will be used for less than all of the resources; and harmonious and coordinated management of the various resources, each with the other, without impairment of the productivity of the land, with consideration being given to the relative values of the various resources, and not necessarily the combination of uses that will give the greatest dollar return or the greatest unit output.

The Forest Service has generally followed this concept of multiple use since 1905 when Secretary of Agriculture Wilson directed that "All the resources of forest reserves are for use..." and "...the dominant industry will be decided first but with as little restrictions to minor industries as may be possible..." The Multiple Purpose Act of June 12, 1960, (quoted above) simply bestowed congressional approval on existing Forest Service policy.

The question of multiple use did not originate with the adoption of the concept by the Forest Service but has considerably more ancient origins, as the quotation from Aristotle indicates. The Forest Service has replied affirmatively to that part of Aristotle's question which reads "...or should the same person be responsible everywhere?" In its most basic sense, multiple use means area administration, i.e., the multiple resources in a given area are to be managed by the same agency.

The principle of multiple use has been subjected to considerable analysis,^{38/} and the more basic

^{35/}U. S. Congress, Senate, Committee on Interior and Insular Affairs, "Hearings on S. 174," 87th Cong., 1st sess. (1961), p. 3.

^{36/}Special Message on Natural Resources of February 23, 1961. "... I urge the Congress to enact a wilderness protection bill along the general lines of S. 174."

^{37/}U. S. Congress, Senate, Committee on Interior and Insular Affairs, "Hearings on S. 174," 87th Cong., 1st sess. (1961).

^{38/}See, for example, G. Robinson Gregory, "An Economic Approach to Multiple Use," "Forest Science," March 1955; Grant McConnell, "The Multiple-Use Concept in Forest Service Policy," a paper presented to the annual conference of the Western Political Science Association, February 23, 1957; John F. Shanklin, "A Study of Multiple Use of Land and Water Areas," prepared for the Outdoor Recreation Resources Review Commission, May 1961, and James B. Craig, "Lands of Many Uses," "Forests," July 1961.

concept of area administration has occupied the attention of organizational theorists back to Aristotle and beyond. No attempt will be made here to review or redistill this voluminous body of literature or to evaluate the theoretical concepts involved in area administration through multiple use. We are concerned here primarily with the problems and possibilities of multiple use for the Forest Service and with particular reference to outdoor recreation.

The term "multiple use" has been used by the Forest Service somewhat like a commercial advertising slogan.^{39/} It has considerable "face value" appeal because it is amenable to such comparisons as "multiple use is like your living room"^{40/} and the unwary or ill-informed can receive the comforting illusion that if the uses are multiple enough there will be sufficient for everyone. This is not to deny the validity of the basic concept but simply to point up the public appeal of the term and to suggest that it may have been oversold.

The Forest Service has also placed considerable emphasis on the fact that the various uses are not necessarily incompatible or conflicting. It must necessarily do so or the whole concept becomes invalid. While uses, properly manipulated and in moderation, may not be incompatible, it does not necessarily follow that users will exhibit the same compatibility. And in actuality, multiple use is a depersonalized term for multiple users. So when the Forest Service makes decisions on priorities of "use" and extent of "use," it is actually making decisions on the priority of users and the fraction of the pie to which each is entitled. This basic fact tends to become obscured by the mass of discussion which is oriented toward use. Thus, most of the analyses on multiple use consider such questions as the kinds of plants preferred by deer as compared with those preferred by cattle. These are important and relevant questions, but they should not be allowed to obscure the fact that it is the users who constitute the real problem—not the uses.

From this point of view, the job of the Forest Service consists of reconciling and balancing out the demands of the multiple users. As pressures for land increase, this job will become increasingly difficult as each user group attempts to establish itself as the highest priority group.^{41/} It is entirely possible that recreation users will be the least compatible of all the using groups. Thus in their drive for the establishment of wilderness areas, mining, logging, and, to some extent, grazing

have been considered as incompatible uses. Wilderness areas may still be multiple-use areas, but the number of uses (and kind of users) has been sharply reduced.

Opponents of the multiple-use concept have charged that it is simply a facade behind which the Forest Service can operate to make decisions according to the relative strengths of clientele groups in a given area at a given time. Undoubtedly there is much truth in this contention. It may very well be the dominant and overriding consideration in Forest Service decisionmaking. If this is so, it is infinitely preferable to the situation which exists in single-purpose agencies in which the Government agency tends to become a branch office for a single clientele group which thus establishes itself as part of the Government of the United States.^{42/} At least the Forest Service does not stand alone in the face of pressures from one direction. One Chief of the Forest Service is alleged to have said, "I am supported by the pressures which surround me." With skillful manipulation, the various clientele groups tend to cancel out each others efforts. To the extent that this occurs, the administrator is given greater discretion to make decisions which he considers to be in the public interest.

It is also contended that multiple use is simply a blank check—that it substitutes a government of men for a government of laws and that it creates government by experts who are not really experts. The Forest Service would reply to this contention that the check is not really blank—that it is hedged in with statutory and administrative restrictions and that Forest Service activities are under constant surveillance by competing interest groups, by other governmental agencies, and by Congress. The Forest Service would also insist that needed flexibility and "blank check" are not synonymous terms and that they have demonstrated their ability and trustworthiness over the years to operate within the limits of such needed flexibility. Recreationists, even if they accepted the Forest Service point of view in general, would be inclined to doubt the ability and expertise of Forest Service personnel in decisions involving outdoor recreation. They would point out that the Forest Service has relied heavily on its experts and on the marshalling of data to solve problems in the past but that the same kind of expertness and technical data are largely irrelevant in the field of recreation. They might further contend that this customary reliance on experts and technical "facts" will work to the disadvantage of recreationists. Such disadvantage might result from: (1) the fact that most Forest Service administrators are forestry school graduates and are likely to be "sawtimber foresters" or at least think primarily in terms of silviculture; and (2) the practice of compiling data in terms of board feet, animal unit months, and the like is usually accomplished to establish dollar values, and such methods would be prejudicial to recreation use.

^{39/}See U. S. Department of Agriculture, Forest Service, "Benefiting every American! Operation Multiple Use," Washington, U. S. Government Printing Office, PA 424, 1960, and U. S. Department of Agriculture, Forest Service, "Multiple-Use - The National Forests and Your Family," Washington, U. S. Government Printing Office, PA 423, 1961.

^{40/}*Ibid.*, p. 4.

^{41/}See, for example, the remarks of William E. Welsh, Secretary-Manager, National Reclamation Association, "We believe that watershed protection . . . should be given top priority over all other uses." Statement before the House Subcommittee of the Agricultural Committee on the Multiple-Use Act of 1960, processed March 16, 1960.

^{42/}For a discussion of single-purpose agencies and resultant monopolitical government, see Phillip O. Foss, "Politics and Grass," Seattle, University of Washington Press, 1960, pp. 136-139.

Regardless of its imperfections, the Forest Service must adhere to the multiple use organizational ideology. Any other organizational orientation (besides area) must inevitably endanger the Forest Service as an organizational entity. The common forms of governmental organization in the United States are: (1) by area (Forest Service, Bureau of Land Management); (2) by principal function or major purpose (Bureau of Reclamation, Corps of Engineers); and (3) by clientele (Children's Bureau, Bureau of Indian Affairs). A change to either of the other two organizational bases would likely result in a diminution of Forest Service responsibilities because other agencies would be presumed to be better fitted for carrying out particular phases of the present program. Thus if organizational emphasis was to be shifted from area to primary function or major purpose, we might find the National Park Service administering recreation, the Corps of Engineers responsible for watershed protection, the Bureau of Land Management handling grazing, and so forth, with the Forest Service relegated to the role of timber growing.

It is partly for this reason that the Forest Service opposes national zoning laws and coordinating bodies for particular functions. A zoning law would reduce the number of uses allowed on given tracts, thereby tending toward exclusive, single use and administration by another agency. Several agencies organized by primary purpose or function and operating in the same area would create mass confusion unless there existed a "super" coordinating agency to reconcile problems among the various single-use-oriented agencies.

Since recreation is the most recent, most rapidly growing, and probably most politically volatile of national forest uses, the Forest Service must prove that its capabilities in recreation are equal to, or better than, its capabilities in other fields, or it will invite the intrusion of another agency to administer this function. It has made strenuous efforts to establish a reputation for such capability through the establishment of wilderness areas, Operation Outdoors, the Forest Service Recreation Resources Survey, the establishment of a Recreation Research Center at Warren, Pa., and the recent (September 1961) publication of "A Development Program for the National Forests." If the Forest Service moves ahead in outdoor recreation with the same sure-footed adaptability it has demonstrated in the past, it will very likely succeed in making "The National Forests—America's Playgrounds."

THE NATIONAL PARK SERVICE

The national park concept began with the establishment of Yellowstone National Park in 1872. The present National Park Service (NPS) was established by an act of Congress on August 25, 1916. By 1961, through specific legislation, Congress had established 29 national parks with a total area of 13.2 million acres.

The Antiquities Act of June 8, 1906, and the Historic Sites Act of August 21, 1935, authorized the acquisition and preservation of nationally significant historic and prehistoric sites.

Under these basic statutes, plus several acts relating to specific areas, the NPS has acquired and now administers the following lands:

THE NATIONAL PARK SYSTEM⁴³/

Kind of area	Total acreage (Federal)
29 National Parks	13,208,144
8 National Historical Parks	31,838
83 National Monuments	8,981,310
12 National Military Parks	30,448
1 National Memorial Park	69,024
3 National Battlefield Parks	5,549
5 National Battlefield Sites	189
1 National Battlefield	324
12 National Historical Sites	1,679
14 National Memorials	4,518
10 National Cemeteries	215
1 National Seashore Recreation Area	24,705
3 National Parkways	93,658
4 National Recreation Areas	3,213,768
The national capital parks in the vicinity of Washington, D. C.	39,131

The fundamental purpose for which the NPS was established, as spelled out by the act of 1916, was "to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." The NPS has attempted to adhere to this policy over the years but has experienced increasing difficulty as the pressure of use mounts up.

Lumbering is prohibited in the parks except to control disease or to conserve the primary resource of the park or monument. Prospecting and mining are prohibited except that in Mt. McKinley National Park, Coronado National Memorial, and Death Valley, Glacier Bay, and Oregon Pipe Cactus National Monuments, prospecting and mining are permitted by specific acts of Congress. Grazing is permitted to a limited extent in some parks but is gradually being eliminated. Hunting is prohibited but fishing is usually allowed. Commercial-type recreation is ordinarily prohibited within the confines of the park. Motels, restaurants, and service businesses are operated by concessionaires under NPS supervision.

In addition to its parks and monuments, the NPS also administers Cape Hatteras National Seashore, the recently authorized (June 30, 1961) Cape Cod National Seashore, and four national recreation areas—Lake Mead, Coulee Dam, Shadow Mountain, and Glen Canyon. The national recreation areas were very largely created from public lands. These areas are of such nature that they can only be administered by the Federal Government or are considered to have recreation values of national significance, and their establishment is considered necessary to prevent the destruction of such values. The national recreation area program

⁴³/U. S. Department of Interior, National Park Service, "Areas Administered by the National Park Service," Washington, U. S. Government Printing Office, 1961, p. 1.

is site oriented—not demand oriented. Stated differently, such areas are established where a recreation resource of national significance is thought to exist—not necessarily where demand is most intense. Use of the national recreation areas is less restrictive than in the parks; grazing, mining, hunting, and summer homes may, with variations, be permitted. This more liberal policy supposedly does not constitute any change in the basic philosophy of the NPS but is simply a recognition of the fact that those practices which have customarily been carried out on these lands cannot be abruptly terminated without serious economic and political repercussions.

The NPS not only administers parks, monuments, and national recreation areas, but also acts as a kind of national recreation consulting agency for Federal, State, and local governments. This responsibility was given to the NPS in the Park, Parkway and Recreation Area Study Act of June 23, 1936 (49 Stat. 1894). Under the provisions of this act, the NPS is directed to make comprehensive studies and develop plans to provide "... adequate public park, parkway, and recreational-area facilities for the people of the United States." The act also authorizes the NPS to enter into agreements with other Federal agencies and with State and local governments in planning recreational development.

Problems and Possibilities

Preservation versus use

There has probably always been disagreement as to whether the parks exist mainly to preserve natural wonders or whether they exist primarily to be used by people. The various congressional acts relating to the parks have not clarified this situation. Thus the act creating Yellowstone Park in 1872 directed the Secretary of the Interior to publish regulations which "... shall provide for the preservation, from injury or spoilation ... wonders within said park, and their retention in their natural condition." At the same time, the act established the park as "... a pleasuring-ground for the benefit and enjoyment of the people. ..." The act of 1916 creating the NPS reiterated the same dual objectives in the words "... to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner ... as will leave them unimpaired for the enjoyment of future generations." Similar sentiments have been expressed in other legislation establishing specific parks. The intent of Congress has plainly been that the parks shall be devoted to preservation and use. The disagreements, then, exist as to the emphasis to be given each in relation to the other. The so-called "purists," represented by such organizations as the National Parks Association, the Wilderness Society, and the Sierra Club, have emphasized the preservation aspect and have, at times, criticized the NPS for its "recreation orientation." Former NPS directors Albright and Cammerer and the present Director, Conrad Wirth, have all been censured by these, or similar groups, for allegedly departing from "true park standards."

At the same time, some recreationists, including the sportsmen's organizations, and mining, timber, and grazing interests, have objected to the "overemphasis" given to preservation and the "park concept." This reaction is probably partially responsible for the mixed success of the NPS under the Park, Parkway and Recreation Area Study Act of 1936. Groups opposed to the park-preservation concept naturally are not interested in giving the NPS additional territorial jurisdiction nor are they interested in recreation plans and studies undertaken by the NPS.

A third area of criticism is to the effect that the NPS can't make up its mind as between preservation and use and that it vacillates between the two or that it tries to go in opposite directions at the same time.

Given the dual statutory directive of preservation and use, these criticisms seem inevitable and very likely will continue indefinitely with shifts of emphasis one way or the other depending on the relative strengths of the interested publics, as reflected in Congress, and on the personal perspectives and influence of executives in the Department of the Interior and the NPS.

Probably all of the past directors of the NPS would have agreed to the general proposition that use should be allowed, and encouraged, up to the point where it begins to impair nonrenewable resources. There would, however, be some differences in the application of this general principle to specific situations. Such differences might include variations of opinion as to "suitable" recreation activities in the parks; what constitutes serious impairment of resources; and what is meant by the term "renewable" resources. With reference to the latter question, the Grand Canyon and Mount Rainier are obviously not renewable but neither are they likely to be destroyed by overuse. The ruins in Mesa Verde National Park are also non-renewable but their "use" is almost certain to cause some deterioration. Timber is ordinarily considered to be a renewable resource but in some instances, e.g., in Sequoia National Park, it would take hundreds of years to replace the present stand. These few examples are offered only as indications of the many-faceted complexity of the preservation versus use question and as indications of the myriad situations where judgment and personal value systems can determine the specific applications of the general concept of maximum use without impairment.

The present Director of the NPS, Conrad Wirth, may emphasize maximum use more than have some previous directors. In his words, "We must always keep in mind that parks are for people and are to be preserved and administered in such a way as to satisfy their needs."⁴⁴ At the same time, Director Wirth violently objects to any intimation that preservation values have been subordinated to use as witness the following statement in a recent congressional hearing:

... you can take a reliable group of people out and compare the situation to what it was 25 years ago and you will find that the parks are much better protected now than they were then.

⁴⁴ Conrad L. Wirth, "Parks are for People," "Parks and Recreation," June 1959.

We have not opened up a single, solitary additional mile of road in Yellowstone so far as the central loop system is concerned. We have developed better campgrounds. We have made the parking areas on the sides, but we have maintained the wilderness areas. If anybody has ambition enough to get off his seat and go out and walk in the wilderness and on the trails, it is there. It will always be there as long as I am Director.^{45/}

The controversy over preservation versus use is the natural outcome of a national policy which directs NPS to so administer the park system that the American people may "have their cake and eat it, too." In its most basic sense, this is the meaning of natural resources conservation—to preserve and use at the same time.

Overcrowded parks and inadequate facilities

By 1955, there were 50 million visits to a national park system equipped to handle less than half that many. Hotels, lodges, and cabins were old and inadequate; roads were in bad shape and often dangerous; the staff was inadequate; campgrounds were run down.^{46/}

Charles Stevenson of the "Reader's Digest" described the 1955 situation with somewhat less restraint:

Drive to the Yellowstone, as I did last summer, and the moment you enter you are in a big city traffic rush. Pause to look at sights you've come thousands of miles to see, and cars pile up a quarter of a mile behind you. Tourists must compete for food and sleeping accommodations in congested centers. A 25-watt bulb hanging from the ceiling provided our \$11.50 room at the Old Lake Hotel with the dark mystery of a cocktail lounge. The cabins, grimly brown or sickly yellow-green, are actually shacks. Deployed around a central toilet house, they form slum-like groups that cover areas often devoid of trees or grass. Many still in use were condemned before World War II as unfit for human habitation. There are not enough rangers to police the crowds. Because there is nobody to stop them, or to teach them to respect the park, some visitors use the craters or geysers as trash cans. The bottom of the crystal clear pool at Excelsior is littered with beer cans and other junk. Other beautiful pools and springs have been deliberately clogged with stones, garbage, and discarded clothing.^{47/}

The Park Service answer to this situation was Mission 66. Mission 66 is a 10-year promotional program to terminate in 1966—the Golden Anniversary of the NPS. According to former Secretary of Interior Fred A. Seaton:

The broad objectives of Mission 66 have captured the imagination and support of the American people. Here is a program with three major goals:

First: To wipe out the deficit in park staffs, facilities, and maintenance that had been accumulating since the outbreak of World War II and to move ahead of the rising tide of public use. This meant planning and building for tomorrow—not yesterday.

Second: To provide for the full protection of the natural and historic and prehistoric areas of the national park system; and to encourage appreciation and enjoyment of them in ways that will leave them unimpaired.

Third: To study America's outdoor recreation resources in cooperation with other public agencies to the end that a national recreation plan may be formulated for the United States and its territories.^{48/}

During the first 3 years of Mission 66, some 4,700 additional overnight accommodations were provided, 2,956 new campsites were completed, and 2,884 old campsites were rehabilitated. In addition, 34 new visitor centers were placed in operation, space was provided for 15,000 additional cars in new parking areas, 155 new comfort stations were completed, 437 new wayside exhibits were added, 342 miles of road was improved and 67 miles of new road was constructed, 110 miles of new trails were completed, and 199 new water systems were constructed.^{49/}

Notwithstanding these and subsequent accomplishments, the rise in number of visitors has accelerated so rapidly that construction and renovation of physical facilities has not yet caught up. Indeed, it may not even be "keeping up" with the increase in visitations.

Inadequate and overcrowded facilities do not necessarily indicate overuse or even overcrowding of the prime resources of a park. Neither does insufficient or inadequate service necessarily denote an overused park. Such conditions do, however, diminish the recreational and educational potentials of a park and may indicate a misuse (but not necessarily overuse) of park resources. While these undesirable situations can be alleviated to some extent by improved management, they must inevitably require additional funds if the parks are not to become recreational slums.

^{45/}U. S. Congress, House, Subcommittee of the Appropriations Committee on Department of Interior Appropriations for 1962, "Hearings," 87th Cong., 1st Sess., 1961, p. 309.

^{46/}Remarks of Ronald F. Lee, Regional Director, National Park Service, at a Joint Meeting of the National Park and Conservation Committee of the Garden Club of America, January 10, 1961.

^{47/}U. S. Congress, House, Subcommittee on Public Lands of the Committee on Interior and Insular Affairs, "Hearings on H.R. 6260," 86th Cong., 1st Sess., 1959, p. 80.

^{48/}U. S. Department of the Interior, National Park Service, "Mission 66 in Action," (Processed, 1959).

^{49/}*Ibid.*

**SUMMARY OF APPROPRIATIONS AND NUMBER
OF VISITS, NPS, 1955-1961 ^{50/}**

Year	Appropriations		Number of visitors
	Operating funds	Capital improvements	
1955	\$18,607,390	\$14,218,200	50,007,838
1956	20,787,000	28,079,300	54,923,443
1957	22,970,000	45,050,000	59,284,869
1958	27,604,530	48,400,000	58,676,953
1959	29,962,600	50,000,000	62,812,000
1960	32,682,000	46,735,000	72,287,800
1961	35,060,000	51,228,000	79,040,000

In addition to increasing the capacity of the older parks under Mission 66, the NPS hopes to take some of the pressure off them through the acquisition of national recreation areas and such projects as the Cape Cod National Seashore. The NPS has also been instrumental in the formation of an organization of park administrators called the Committee of Fifteen. The Committee of Fifteen is made up of park administrators from the American Institute of Park Executives, the National Conference on State Parks, and the National Park Service and was formed for the purpose of crusading for more parks at all levels of government. Expansion of State and local park systems should relieve some of the pressure on the national parks.

If population continues to grow as it has and if an increasing proportion of this rising population desires outdoor recreation of the kind offered by the national parks, there may be no real solution to the problem except through the discouragement and frustration caused by overcrowded conditions and long waiting lines. If such conditions become common enough, the demand will fall off. Undoubtedly this has already happened with reference to some parks. But this is solution by default and such a "solution" should be postponed as long as possible.

Access and fees

The National Park Act of 1916 stipulated that "... no natural curiosities, wonders or objects of interest shall be leased, rented, or granted to anyone on such terms as to interfere with free access to them by the public."

This language could be interpreted to include a prohibition against fees sufficiently high to "interfere with free access." Even if such an implied prohibition did not appear in the statute, Americans would not allow fees high enough to discourage anyone who was otherwise able to visit a national park. The parks belong to all the people of the United States, and access thereto should not be determined by size of available income.

The NPS does not have the same problem on fees as does the Forest Service, because entrances are few

enough to make entrance charges feasible to collect.^{51/} There is, however, a great variation in the numbers of visitors to the various parks and monuments so its is difficult to fix a uniform fee, and, indeed, the number of visits to some facilities would not pay the cost of collection. Furthermore, the collection of entrance fees to some national monuments and historic sites would seem most inappropriate. At any rate, fees varied in 1960 from 10 cents for admission to the House where Lincoln Died National Memorial to \$3 for an automobile fee in Yellowstone and Yosemite Parks. The \$3 fee in Yellowstone and Yosemite Parks is good for 15 days, but the visitor who simply wants to drive in and watch Old Faithful erupt once and drive out again still pays the 15-day fee. Shenandoah and Kennesaw Mountain Parks are rated at 50 cents per day, while one may stay in Scott's Bluff National Monument 15 days for 25 cents or obtain an annual permit for 50 cents.

A conglomeration of automobile, admission, guide, and elevator fees produced \$4,816,703 in 1960. Probably the NPS would like to be rid of the fee system entirely, but the Bureau of the Budget and the House Appropriations Committee have been interested in getting some return on the Federal investment. It would appear that the whole fee system is in need of review to remove inequities and, hopefully, to produce greater revenue. The production of greater revenue is not suggested in the sense of "making money off the parks" but rather to more equitably distribute the cost of maintaining the national park system. The NPS cost the taxpayers \$79.4 million in 1960. The persons who were fortunate enough to visit national parks and monuments returned only \$4.8 million to the Treasury plus another half million dollars from concessions.

Acquisition of additional lands

To improve both the quality and quantity of public recreational opportunities, I urge the Congress to enact legislation leading to the establishment of seashore and shoreline areas such as Cape Cod, Padre Island, and Point Reyes for the use and enjoyment of the public. Unnecessary delay in acquiring these shores so vital to an adequate public recreation system results in tremendously increased costs.

For similar reasons, I am instructing the Secretary of the Interior... to conduct a survey to determine where additional national parks, forests, and seashore areas should be proposed...^{52/}

There probably is little strong opposition to the general idea of land acquisition by the Federal Government for park and recreation purposes. However, when a specific proposal is advanced, it often-times encounters strong and determined opposition from some groups in the area of the proposed acquisition. Such opposition is ordinarily founded in

^{50/}Compiled from U. S. Congress, "Hearings" before a Subcommittee of the Committee on Appropriations, 87th Cong., 1st Sess., 1961, p. 232, and unpublished data from the National Park Service, November 21, 1961.

^{51/}Entrance fees to national parks are supposedly levied for use of the roads - not use of the park.

^{52/}John F. Kennedy, Special Message on Natural Resources, February 23, 1961.

economic factors, although other arguments and talking points may be advanced. Sometimes the acquisition will be opposed by another Federal agency if the proposal involves transfer of lands away from that agency. The Forest Service, for instance, has opposed creation of the Oregon Dunes National Seashore because a part of the land is now under its jurisdiction. State fish and game departments and supporting sportsmen's organizations sometimes oppose NPS acquisition proposals because ordinarily hunting would be prohibited.

If there is concerted local opposition to a proposed acquisition and if such opposition is concurred in by the area's representative in Congress, an acquisition bill is not likely to pass. There are, of course, some Congressmen and some organizations that are opposed, in principle, to any further acquisition of property by the Government.

Lands acquired by the NPS either for parks or as national recreation areas are supposed to be of "national significance." There can, of course, be considerable difference of opinion as to what constitutes "national significance." From the point of view of recreational use, however, it is clear that some parks, memorials, and recreation areas are mainly used by local people. The question might then be asked: "Why is the Federal Government furnishing recreation for a local area? Shouldn't the State or a local government assume this responsibility?" The answer is that local and State governments are not likely to move against local opposition of any magnitude. Massachusetts has existed in some organized form since 1620, but it remained for the Federal Government to take action on Cape Cod. The record is clear; with but a few exceptions, State and local governments have not acquired adequate lands for outdoor recreation, and there is no reason to expect them to do so now.

The further question may be asked: "If a proposed NPS acquisition is of principal benefit to local people and if a substantial portion of the local populace is opposed to it—why should the Federal Government cram it down their throats?" This question revolves, in part, around the interpretation of the word "local." In one case "local" may describe a single community and in another a State or several States. Thus Cape Cod National Seashore is likely to benefit a "local" area including the States of Massachusetts, Rhode Island, and Connecticut and the city of New York. It was opposed by some "local" citizens, possibly the majority, in the towns of Provincetown, Truro, Eastham, and Chatham on the Cape. If the word "local" means the same in both instances and if the local people are opposed, then obviously the proposal should be jettisoned.

Probably a more embarrassing problem for the NPS occurs when some local chamber of commerce or other organization attempts to promote a national park or monument of purely local character in its most restrictive sense.

Areas set aside for outdoor recreation are inadequate now over much of the United States. Unless prompt action is taken, this inadequacy can only become more serious as population continues to grow. In the words of Secretary of the Interior Udall "...our open lands are places of beauty in this country,

particularly east of the Mississippi, and they are going, going—gone. Let us make no mistake about it. We are in a race against time...what we save in terms of the out-of-doors in the next few years will be all that will be saved." ^{53/}

Concessions

NPS policy on concessions includes the following: (1) concessions shall be developed within the parks only as required and when such facilities are not practical outside the confines of the park; (2) buildings and other installations shall consume a minimum amount of space and be as harmonious as possible with their surroundings; (3) plans for such structures must be approved by the NPS before construction is begun; (4) when necessary facilities cannot be provided by private capital, they will be constructed by the NPS and operated under contract by private concessionaires; (5) franchise fees shall ordinarily consist of a flat charge for ground rent plus a percentage of gross revenues; (6) rates charged by concessionaires shall be based on comparable rates charged outside the park with consideration given to risk, length of season, and other factors peculiar to park operations. ^{54/}

Problems of the NPS with reference to concessions are essentially the same as those of the Forest Service, except that the NPS has had longer and more extensive experience. It should, therefore, be more expert in the regulation of concessions plus the not inconsiderable advantage of wide and long-standing acquaintance with actual and potential concessionaires.

The two big problems are complaints of users on prices, quality of product and level of service, and criticism from Congressmen on returns to the Treasury from concessionaires. Some of these problems are pointed up in the following interchange before the House Subcommittee on Interior Appropriations.

Mr. KIRWAN. (Congressman from Ohio and Chairman of the Subcommittee). How much does the Federal Government realize from these concession contracts?

Mr. WIRTH. (Director, NPS) I have looked at the concessions in this way: We certainly get more from the concessioners than we spend in these two appropriations. That is for sure.

Mr. KIRWAN. That is not the answer. What do they get?

Mr. WIRTH. They get a contract from us.

Mr. KIRWAN. I know, and they must eat, but what we are all interested in, is a fair share of that money. If it were not worth their while they would not be expanding and building.

Mr. WIRTH. They are expanding on borrowed money and we try to keep it a healthy business, sir. The concessionaire in the park—

^{53/}Comments of Secretary of the Interior, Stewart L. Udall in U. S. Congress, Senate, Subcommittee of the Committee on Public Works. "Hearings on the National Highway Program 1961," 87th Cong., 1st Sess., p. 4.

^{54/}Extracted and condensed from U. S. Department of Interior, "Concessions Policies of the National Park Service," processed, October 13, 1950.

Mr. KIRWAN. Let me ask you this: Is this a good percentage, where concessionaires had a gross income of \$47,133,166 in 1959 and we got only \$629,000? We buy the land, fix up the parks, build roads, parking areas, and so forth, and then we let them come in and put in a building. We give them a contract and yet you see what they turn back.

Mr. WIRTH. Let me put it this way: It has always been a controversial thing as to just how much we should charge under our contracts, but this is the way it has worked out. These people have to put in all of their original investment. They build the buildings and pay all of the regular business taxes. The fact that they are in there does not relieve them of paying Federal, State, and county taxes that any business pays. They are isolated and they are usually allowed 3 months or 4 months for operation but we hope to extend the season in some cases....

They have that big investment and are closed down for 7 to 8 months out of the year completely. They have 2 or 3 big months and pay their taxes just like anybody else. They also have trouble in borrowing on the basis that Uncle Sam owns the land and what they have is a possessory interest in the building. They do not have fee simple title to the land.

Mr. KIRWAN. Does not anybody else in the United States have the same trouble in borrowing? They are no different.

Let us take these figures: They took in \$47 million and the Government got \$600,000.

Mr. WIRTH. That is gross operations.

Mr. KIRWAN. Yes, but when you add up those figures we get just about 1 percent?

Mr. WIRTH. That is right.

Mr. KIRWAN. If it is good for those people, why do we not go in that business ourselves?

Mr. WIRTH. You mean we do the business?

Mr. KIRWAN. Yes; if that is all they are going to return to us. Let the Government get into it.

Mr. WIRTH. Do you have the net figure there?

Mr. PRICE. About \$545,000.

Mr. WIRTH. That is the net they make. In other words, we get just about the equivalent of the net.

Mr. KIRWAN. They take in \$5 million at Yellowstone and we get \$15,000. Show me any business in the United States with those figures.^{55/}

Jurisdiction problems

Since its creation, the NPS has acquired approximately 5 million acres of land from the national forests. There still remains in the national forests some lands that the NPS believes should be protected as parks. The Forest Service has generally opposed

such proposals even though it agrees that there are probably still some areas in the national forests that may be most valuable as parks. This running feud between the two agencies is not simply competition for land but is based on different philosophies of land use. The NPS contends that the only way to guarantee the preservation of unique or unusually beautiful sites is through statutory protection in the form of a national park. When such areas are administered as part of a multiple-use program and subject to administrative discretion as to priority of uses, there is a danger that administrators will yield to pressures from users and make such decisions as would damage or destroy the "park site."

The Forest Service points out in reply that recreation is not ordinarily incompatible with other uses. That, for instance, hunting, fishing, timber production, and grazing may, with proper management, exist on the same tract. The Forest Service also contends that the tendency of the NPS is to acquire more land than is needed for the park site. A considerable portion of Yellowstone Park is composed of stands of lodgepole pine which is common throughout the eastern slope of the Rockies. Much of Yosemite National Park is also composed of such nonunique, nonscenic tracts. In the words of one forester, "We don't object to them taking the picture but they want too big a frame."

According to the Forest Service, when an area is set aside for exclusive recreational use (as is the case with a park), it tends to disrupt other activities in the surrounding area. Fire hazard and problems of wildlife management, for instance, will increase. Furthermore, recreationists tend to expect that uses of adjacent areas will complement the recreational objectives of the park.

The wilderness bill (S.174) previously discussed is a kind of compromise solution for both agencies. Under this act wilderness areas in the national forests would be protected from some uses (mainly mining and lumbering) by a statute, but they would remain under the administration of the Forest Service.

The Secretaries of the Departments of Agriculture and Interior have recognized the existence of the differences between the two agencies and hope to resolve them.

Secretary of Agriculture Orville Freeman has stated, "The old bureaucratic feud between Agriculture and Interior—between forestry and park services—is now a dead issue. There is too much to be done to remedy the recreational deficit of America to waste energy on anything but progress."^{56/}

Secretary of Interior Stewart Udall has said, "Orville Freeman and I are very good friends. Neither of us sees any reason for any bull-headed arguments over the preservation of our wilderness. I'm sure we will break the unhappy impasse that has existed between the Forest Service and the Park Service."^{57/}

^{56/}Remarks of Orville L. Freeman to the National Association of Television and Radio Farm Directors, July 10, 1961.

^{57/}Remarks of Stewart Udall in a press conference on April 7, 1961 at San Francisco, as reported by "The San Francisco News-Call Bulletin," April 8, 1961, p. 3.

^{55/}U. S. Congress, House, "Hearings" before a Subcommittee of the Committee on Appropriations, 87th Cong., 1st Sess., 1961, pp. 285-286.

Laudable as are the sentiments of the two Secretaries, it must be recognized that the long-standing dispute between the two agencies is not based on the personal relationships of the two men—although some past Secretaries have added fuel to the fire. Nor is it basically, in the words of Secretary Freeman, a “bureaucratic feud.” The “feud” between the two agencies is a manifestation of a basic conflict between competing clientele groups. So no matter how “friendly” the Secretaries and the two agencies may become, the conflict will remain unresolved. Departmental and agency cooperation may effect compromises and may find or develop ways to partially satisfy each clientele group without causing substantial injury to the rest. But the basic competition for the Nation’s resources will still continue and will inevitably be reflected in the attitudes of Government agencies that serve a particular clientele.

The NPS and mass recreation

The NPS acts as a professional recreational consultant and planner for the Bureau of Reclamation, the Bureau of Land Management, the Bureau of Public Roads, and on occasion, other Federal agencies such as the Corps of Engineers. It also carries out recreation surveys for State governments and has completed several recreation surveys of entire river basins. Through these activities plus its administration of the national recreation areas, the NPS has been moving into the area of mass outdoor recreation as distinguished from the preservation emphasis existing in the administration of National Parks and National Monuments.

This move has been viewed with some concern by both recreationists and park supporters. The park supporters are afraid that this movement will, as previously mentioned, tend to make playgrounds of the parks and generally act to weaken the preservation concept. On the other hand, the supporters of mass recreation question the ability of the NPS to adjust to the concept of recreational use rather than preservation. To oversimplify, they are afraid that the NPS will attempt to make parks out of playgrounds.

So far, the NPS has been unable to completely convince either group that it is “on the right track.” The NPS might do well to consider the establishment of a separate recreation division (as distinguished from parks and monuments) staffed with recreation specialists—not park rangers. With such a clear-cut division, the NPS might come closer to satisfying both the recreationists and the preservationists.

THE BUREAU OF SPORT FISHERIES AND WILDLIFE

The kings of England formerly had their forests “to hold the king’s game” for sport or food.... Why should not we...have our national preserves...not to hold the king’s game merely, but to hold and preserve the king himself...or shall we, like villains, grub them all up, poaching on our own national domain?—Henry David Thoreau.

The U. S. Fish and Wildlife Service, located in the Department of the Interior, is composed of the Bureau of Commercial Fisheries and the Bureau of Sport Fisheries and Wildlife (BSFW). The BSFW has evolved through a process of accretion from a series of Federal acts each conferring additional responsibilities.

The generally accepted legal practice in the United States is to give responsibility for fish and game management to the individual States with the exception of migratory birds which are considered to be the responsibility of the Federal Government. The BSFW is therefore charged with the duty of preserving and protecting birds (under the Migratory Bird Treaty Act)⁵⁸ while the individual States are presumed to have legal jurisdiction over other fish and game.

Other acts of Congress have authorized the establishment of bird and wildlife refuges, research programs, administration of the Duck Stamp Act (48 Stat. 451 as amended), the Pittman-Robertson Act (50 Stat. 917 as amended), the Dingell-Johnson Act (64 Stat. 430 as amended), and the Fish and Wildlife Act of 1956 (70 Stat. 1119).

The Duck Stamp Act provides for a fee of \$3 for all persons over age 16 who hunt wild ducks, geese, or brant. The proceeds from the sale of duck stamps are used to acquire refuge properties for migratory waterfowl.

Under the Pittman-Robertson Act, an 11-percent manufacturer’s excise tax is levied on sporting arms and ammunition with the proceeds going for grants-in-aid to State governments (under the supervision of BSFW) for improving and restoring wildlife.

The Dingell-Johnson Act provides similar benefits to States for sports fishing purposes from revenues derived from a 10-percent manufacturer’s excise tax on fishing equipment. This program is also administered by the BSFW.

The Fish and Wildlife Act of 1956 reorganized the Fish and Wildlife Service into two separate agencies—the Bureau of Commercial Fisheries and the Bureau of Sport Fisheries and Wildlife. Much of the impetus for this reorganization came from the commercial fishermen, but the sport fishermen were also generally in favor of the change. Previous to the reorganization, sport fishermen had sometimes felt sport fishing was receiving inadequate funds and attention as compared with commercial fishing. By 1956, the number of sport fishermen and the size of the sporting equipment industry plus the other business

⁵⁸/Migratory Bird Treaty Act of July 3, 1918 (40 Stat. 755) as sustained by the U. S. Supreme Court in *Missouri v. Holland* (252 U. S. 416) April 19, 1920.

activities incident to sport fishing far exceeded that of the commercial fishing industry.^{59/}

A more recent and highly significant statute is the Fish and Wildlife Coordination Act (48 Stat. 401, as amended) of August 12, 1958. This act provides that "...wildlife conservation shall receive equal consideration and be coordinated with other features of water-resource development programs..." It requires that Federal agencies constructing or licensing water-development projects shall consult with the Fish and Wildlife Service and the comparable State agency prior to the construction of such projects for the purpose of protecting fish and wildlife resources. In carrying out this requirement, the Bureau of Sport Fisheries and Wildlife studies all Federal water construction projects and those requiring a Federal license to (1) determine the effects of the project on fish and wildlife resources and (2) to formulate measures designed to mitigate adverse effects on these resources and to take advantage of the construction to enhance fish and game environment.

It is not generally understood that water resources developments for flood control, irrigation, navigation, or power often destroy or injure fish and wildlife populations unless measures are taken in the construction of the project to preserve, and possibly enhance, these values. This act not only requires that water resource development financed in whole or in part with Federal funds, or constructed under Federal license, must take fish and wildlife values into account but it also has the effect of raising fish and wildlife values to a coequal level with other water development benefits. In so doing it also has the effect of raising the status of outdoor recreation. Lip service is still given to the idea that fish and wildlife conservation is carried out to benefit the fish and wildlife, but it is generally understood that the purpose of such conservation is outdoor recreation—not only for hunting and fishing, but also for the pleasure of bird watchers, photographers, and those who simply enjoy seeing wild creatures.

The day-to-day operations of the BSWF consist mainly of managing wildlife refuges and fish hatcheries, control of predators and rodents, coordination with State governments in administering the Dingell-Johnson and Pittman-Robertson Acts, conducting studies of water development projects and submitting

recommendations thereon, and carrying on continuous research on a wide variety of matters relating to fish and game conservation.

While almost all the activities of the BSWF contribute to outdoor recreation, the fish hatcheries and wildlife refuges constitute, in themselves, a substantial recreation resource. In 1960, almost 11 million visits were made to 140 of the 284 national wildlife refuges, and more than 1 million persons visited the 101 fish hatcheries.

Problems and Possibilities

Preservation of wildlife habitat

The basic problem for the BSWF, the conservation of wildlife and wildlife habitat, is also the reason for its existence. If there existed an overabundance of fish and game, there would be no reason to create an agency for the purpose of conserving them. In one sense then, the greater the problem becomes, the greater will be the opportunities of, and the need for, the BSWF. And the problem is rapidly growing in magnitude and seriousness. Along with increased population and increasingly high living standard demands and expectations have come advances in engineering techniques which allow more extensive and more rapid exploitation of natural resources with consequent accelerated diminution of favorable wildlife environment. At the same time, an increasing proportion of the increasing population has manifested a desire to hunt and fish. In the 10-year period 1948-58, the population of the United States increased 18.7 percent. During the same period, total hunting and fishing licenses sold increased from 25.5 million to 34.9 million for an increase of 37.2 percent—almost double the rate of population increase.^{60/} Wildlife is therefore caught in a squeeze from two directions: diminishing habitat and increased demand.

The fact that almost 35 million hunting and fishing licenses were sold in 1958 is an indication of the demand for this kind of outdoor recreation. Furthermore, the intensity of this demand is indicated (in monetary terms at least) by the fact that in 1960 25,323,000 anglers spent \$2,690,872,000 and drove 18.8 billion miles during 465,769,000 recreation man-days. During the same year, 14,637,000 hunters spent \$1,161,242,000 and drove 7.6 billion miles during 192,539,000 recreation man-days.^{61/} One man in every four went fishing in 1960, and one in every five hunted.^{62/}

This tremendous demand for hunting and fishing opportunities constitutes the principal source of support for BSWF programs and, when coupled with increasing encroachments on wildlife habitat, also creates the basic problems now facing the agency.

^{59/}The following commentary by the Sport Fishing Institute may be typical of the reactions of the organized sport fishermen:

"The passage of this act gained increased prestige and recognition for all fisheries and wildlife in dealings with other agencies. Even more important for the vital sport fishing interests, it presents a unique opportunity to establish an organized Federal sport fisheries division where none existed before.

There has been in the past only a nucleus of clearly defined Federal sport fishery functions in the Fish and Wildlife Service. . . . Federal research in sport fishery problems has received only scant attention for lack of both funds and high-level interest. Much of the limited work that has been accomplished so far is surprisingly good for a neglected step-child of the commercial fishery program." "The Fish and Wildlife Act of 1956," "Sport Fishing Institute Bulletin," No. 58, September 1956, p. 3.

^{60/}Data from U. S. Senate, Select Committee on National Water Resources, "Water Resources Activities in the United States", 86th Cong., 2d sess., 1960, p. 10.

^{61/}U. S. Department of the Interior, Bureau of Sport Fisheries and Wildlife, "National Survey of Hunting and Fishing," Circular 120, Washington, U. S. Government Printing Office, 1961, p. 5.

^{62/}Ibid., pp. 19, 21.

Wetland drainage

Wetlands are, acre for acre, considered to be the most productive wildlife habitat. It is estimated that there were 127 million acres of these marshes and swamps when white men first appeared on this continent. Through drainage, flood control, and other measures this area has been reduced to about 74.5 million acres of which only 22.5 million is considered good wildlife habitat. Of this total, the BSWF has about 3.3 million acres in refuges and the States have an additional 1.5 million acres.

The rapid decrease in wetlands "...is particularly acute...in a 56,000-square-mile area of the northern prairies in Minnesota, North Dakota, and South Dakota. In that section there exists...the most valuable area for waterfowl production in the coterminous United States.... Since 1943, an estimated 1,027,000 acres of this...area has been destroyed by the expenditure by the Federal Government of an estimated \$25 million...for farm drainage...." 63/

President Kennedy was referring to this particular situation in his special message on natural resources when he said: "I am also hopeful that consistent and coordinated Federal leadership can expand our fish and wildlife opportunities without the present conflicts of agencies and interests: One department paying to have wetlands drained for agricultural purposes while another is purchasing such lands for wildlife or water fowl refuges...."

This problem was previously discussed in the chapter on the Conservation Agencies of the Department of Agriculture in which it was suggested that, from the point of view of the agricultural agencies, these difficulties have been largely resolved. But according to the BSWF, "The problem still remains, however, and our Nation's wetlands continue to disappear. Although at times minor changes in regulations and guidelines by the agricultural agencies have promised some improvement, they have not been effective. At present, drainage in the prairie pothole region of the United States is on the increase." 64/

The BSWF has attempted to solve the drainage problem in the prairie pothole area through administrative agreement with the Soil Conservation Service and the Agricultural Conservation Program Service. Under the terms of an agreement signed May 2, 1960, applications for Federal assistance for agricultural drainage in the critical waterfowl producing counties of North Dakota, South Dakota, and Minnesota are referred to the BSWF for review and recommendation to the local ACP Committees. Apparently this arrangement has had very limited success partly because (according to the BSWF) funds have not been available to do more than inspect a small portion of the applications submitted. The local ACP Committees are not obligated, of course, to accept BSWF recommendations.

Obviously the problem cannot be solved through purchase of all these lands by the BSWF. However, a Bureau-sponsored bill was passed (Public Law 87-

383) by the 87th Congress which allows the BSWF to borrow \$105 million for the purchase of wetlands with future sales of duck stamps to be used to retire the loan. This emergency acquisition of land is considered necessary by BSWF if such lands are not to be permanently lost for wildlife benefits.

A second bill (H.R. 8520) provides that the Secretary of Agriculture may not grant technical or financial assistance for drainage projects in Minnesota, North Dakota, or South Dakota, which are found to be harmful to waterfowl by the Secretary of Interior, if within 1 year the Fish and Wildlife Service or a State fish and game agency makes a bona fide offer to lease or purchase the wetlands for which assistance has been requested. H.R. 8520 passed the House during the first session of the 87th Congress and will be considered by the Senate during the second session. This bill has the endorsement of both the Departments of Agriculture and Interior. Its passage would alleviate, but not eliminate, the problem of wetland drainage in the prairie pothole area.

Roads and wildlife conservation

Poorly designed logging roads and the accelerated highway construction program also constitute a threat to fish and wildlife. Highway embankments may have the effect of damming waters with consequent stoppage of the movement of water and fish. The problem is accentuated by the fact that rights-of-way across lowland swamps and marshes sometimes provide the cheapest and most direct route. In many cases, however, the participation of fish and wildlife technicians in highway planning can not only minimize the adverse effects of highways but can enhance and improve wildlife environment. With suitable design modifications, highway fills can sometimes be used as dams to create new fish and wildlife habitat. California, Maryland, Pennsylvania, and West Virginia have pioneered in this kind of resource development. Such development, to be effective, cannot be restricted to coordination between the BSWF and the Bureau of Public Roads: it must exist between the fish and game departments and the highway departments of the various States, because highway planning and construction is mainly a State responsibility even when almost the total cost of construction is borne by the Federal Government.

Public access to water projects

Because of the outcry over alleged excesses in acquisition of lands around Federal reservoirs the land acquisition policies of both the Department of the Army and the Department of the Interior have been drastically curtailed. According to a joint policy statement of the two Departments, as published in the Federal Register of January 15, 1954, lands were to be acquired only for a distance of 300 feet horizontally from the edge of the reservoir or to the 5-year average flood frequency line. The agreement also provided that "...no title to land will be acquired for purposes of preservation of wildlife or forests, restoration or replacement of such values destroyed by reservoirs...or for recreational purposes." However, a supplement to this agreement, published

⁶³U. S. Congress, Senate, Select Committee on National Water Resources, op. cit., p. 52.

⁶⁴Ibid., p. 34.

August 17, 1959, reads in part, "The public recreational and fish and wildlife potentialities created by reservoir projects constructed with Federal funds should be protected and preserved for the benefit of the general public and the acquisition of such shoreline lands as are needed for the purpose shall be recommended to the Congress...."

These provisions appear to be contradictory or at least subject to contradictory interpretation. As might be expected, the BSWF leans toward a more liberal interpretation of the agreement than do the construction agencies. This acquisition policy needs to be clarified, and clarified in favor of an acquisition policy that guarantees the public real and actual access to the resources created with public funds.

Public access to reservoirs constructed under the Watershed Protection and Flood Prevention Act was discussed in the section devoted to the Soil Conservation Service. It seems only necessary to add here that Federal participation in costs allocated to fish and wildlife conservation (provided public access to such facilities is allowed) has been generally unattractive to the local organizations sponsoring such projects.

The BSWF stocks approximately 30,000 farm ponds each year.^{65/} As previously noted, these farm ponds are located on private property and access is controlled by the owner. This practice hardly seems consistent with the BSWF policy of insistence on public access to fish and game resources created with public funds.

Problems of public access to impoundments constructed by the Corps of Engineers, Bureau of Reclamation, and TVA and by privately owned utility companies under license from the Federal Power Commission have been considered in previous chapters devoted to these agencies.

Water pollution

Probably the first noticeable effect of polluted waters is destruction of fish. According to former Fish and Wildlife Service Commissioner Arnie J. Suomela, "...the effect of pollution in depressing production and use by valuable fish and wildlife would be to nullify much of the inland fishery and wildlife conservation effort...."^{66/}

The BSWF has no operational responsibilities in water pollution abatement. Its efforts are confined largely to research, consultation, and publicity. Much of the burden of alerting the public to the effects of water pollution has been assumed by State fish and game departments and by privately supported organizations such as the National Wildlife Federation, the Izaak Walton League of America, and the Sport Fishing Institute. Probably most of the progress in water pollution control to date has come as a result of the political and publicity campaigns of State fish and game departments and the conservation organizations—plus the shock effect of a few outbreaks of hepatitis traceable to polluted waters.

^{65/}U. S. Department of the Interior, BSWF, "Bureau Briefing Material" (Processed, December 1960), p. 12.

^{66/}U. S. Senate, Select Committee on National Water Resources, op. cit., p. 25.

While the Public Health Service is the principal Federal agency with responsibilities in water pollution control, it seems likely that the clientele of the BSWF will be most sensitive to, and most concerned with, the effects of water pollutants except in those instances where a definite and serious health hazard exists. Consideration should therefore be given to the establishment of a stable and regularized liaison arrangement between the two agencies.

Insecticides

The BSWF contends that insecticides are being marketed and used in large quantities before they have been adequately tested to determine their effects on humans, domestic animals, and wildlife. It also insists that insecticides with known harmful effects to fish and wildlife are being used in excessive quantities and are being broadcast indiscriminately over areas with varying degrees of insect concentration. In its concern over these matters it sometimes finds itself opposing the work of the Plant Pest Control Division of the Agricultural Research Service. A recent example of this conflict involved a dispute over the use of heptachlor and dieldrin to eradicate fire-ants.^{67/} Supposedly \$7.2 million has already been spent in this campaign, and another \$2.4 million was requested for 1962. This appropriation request was opposed by the Wilderness Society, the National Wildlife Federation, and the Wildlife Management Institute. The use of these two chemicals has also been opposed by the Sport Fishing Institute, the Izaak Walton League of America, the National Audubon Society, and the Conservation Foundation.

The obvious answer to this problem is for the BSWF and Plant Pest Control Division to get together and work out a mutually satisfactory agreement.

^{67/}The results of one study on the use of heptachlor is reported by the Sport Fishing Institute as follows: "Granular 10 percent heptachlor was applied to the northern half of the farm at the rate of 20 pounds per acre (2 pounds per acre of effective heptachlor). A study of the effects of this application was reported by biologists Jack Boudreaux, Kirk Strawn, and Gerald Callas. . . ."

"Fish kill (at least 17 species, including largemouth bass, warmouth, bluegill, black crappie, white crappie, and several important forage species) was heavy and continued for over three weeks." "Sport Fishing Institute Bulletin," No. 95, October 1959, p. 6.

Conclusions on the effects of dieldrin, as reported in the "Journal of Wildlife Management," were: "Two thousand acres of Florida east-coast tidal marsh, . . . were treated with dieldrin pellets that were air-disseminated at 1 pound per acre, to destroy sandfly (*Culicoides*) larvae.

The fish kill was substantially complete. The minimum immediate overall kill throughout the marshes, was 20-30 tons of fishes, or about 1,175,000 fishes, of at least 30 species.

Mollusks (snails, nudibranchs, tethyoids, and oysters) seemed to be unharmed by dieldrin. Crustaceans were virtually exterminated throughout the area. The entire aquatic crab population was apparently destroyed. . . ." Robert W. Harrington, Jr. and William L. Bidlingmayer, "Effects of Dieldrin on Fishes and Invertebrates of a Salt Marsh," "Journal of Wildlife Management," January 1958, p. 81.

However, the problem is not that simple. Even if it were possible to get agreement on the exact effects of questionable insecticides on fish and wildlife and the actual need for the use of the insecticide in the first place, the problem would still be a long way from solution. The job of the Plant Pest Control Division is to eradicate insects injurious to plants. The job of the BSFW is to conserve fish and wildlife. Each is trying to do its job. Each is supported by an influential clientele with friends in Congress. Congress as a whole is not likely to resolve the problem. The tendency is for neutral or uninterested Congressmen to support both parties to such a controversy rather than risk incurring the animosity of either.

Visitor facilities at refuges

In 1960, recreationists made 10,754,000 visits to national wildlife refuges—more than double the number in 1954. The refuges are not equipped either with facilities or personnel to accommodate this large and rapidly increasing influx of visitors. The result has been that even the most basic facilities have not ordinarily been provided for the visitors and that refuge personnel have been diverted from their primary duties to manage and control visiting recreationists. A bill (H.R. 1171) has been introduced in the current Congress (87th) to remedy this situation through congressional recognition of public recreation on national wildlife refuges and to authorize necessary appropriations. No action was taken on this measure during the 1st session of the 87th Congress.

Predator control

As recreation use increases, predator control becomes more difficult because some of the most effective control methods are also hazardous to humans. In such cases other methods, possibly more expensive and less effective, must be developed.

Wildlife depredations

As wildlife conservation methods improve and refuge populations increase, the extent and seriousness of wildlife depredation also increase. Methods must therefore be developed to disperse wildlife or in some manner minimize damage to crops at least in areas near the refuges.

Gaining public understanding

The conservation of fish and game is probably looked upon favorably by a vast majority of the public. However, this same public, including most sportsmen, are not aware of the many influences which can be detrimental to wildlife. The average fisherman, for instance, is probably not aware of the potential damage to fish and wildlife through the construction of highways, improvement of navigation channels, intrusion of saline waters as a result of lowered ground water level, and similar "improvements." The myriad demands which clamor for the citizen's attention make it increasingly difficult for any particular program to get a hearing.

The "pork barrel"

Most Congressmen are interested in "getting something" for their constituents. If nothing else seems available, they may propose a fish hatchery or some other installation. Oftentimes such proposals must place the BSFW in a most embarrassing dilemma. The same problem must be encountered to an even greater extent by the National Park Service, Bureau of Reclamation, and Corps of Engineers.

Cost-benefit ratios, cost allocation, and reimbursement for wildlife benefits in water development projects

The difficulty of setting these values for wildlife is similar to the problem of fixing such values for outdoor recreation generally and was considered in the chapters on water development agencies.

Coordination with other agencies

Probably every Federal agency needs to coordinate its efforts with several other agencies to accomplish acceptable results. There must be few agencies, however, where the need for agency co-ordination occurs as frequently as in the BSFW. In its day-to-day operations, the BSFW works with the Bureau of Reclamation, the Bureau of Land Management, the Forest Service, the Soil Conservation Service, the TVA, the Corps of Engineers, the Bureau of Public Roads, and the Public Health Service. It also works with State fish and game departments on a continuing basis and frequently with State conservation, highway, park, forestry, and land agencies.

In carrying out these intricate, and oftentimes trying, coordinating activities over the years, BSFW personnel have developed a very considerable reservoir of contacts, knowledge, experience, and skill. Should a new Federal agency be established to better administer outdoor recreation, or should some reorganization of existing agencies be accomplished for the same purpose, the skill and experience of BSFW personnel could be used to good advantage. If Federal outdoor recreation policy develops toward encouraging more active State and local participation, BSFW personnel could be of considerable assistance in such a program.

Public hunting and fishing on private lands

Most hunting and fishing now take place on privately owned lands. The BSFW can make a real contribution to the resolution of the basic problem of diminishing habitat and increasing demand by encouraging increased fish and game production on private lands and by developing methods for the creation of better rapport between sportsmen and landowners. The specific measures which might be used to move toward these objectives are outside the purview of this study, but two examples of possible action are offered for illustrative purposes only. The development of game management plans plus possible assistance in stocking farms and private forests should result in increased wildlife. Mandatory liability insurance to protect both sportsmen and landowners might result in fewer posted areas.

No agency of the Federal Government is in a better position to take the lead in efforts to increase wildlife resources on private lands and to develop better relationships between sportsmen and land-owners than is the BSWF.

THE BUREAU OF LAND MANAGEMENT

The Bureau of Land Management (BLM) was created in 1946 by the amalgamation of the General Land Office and the Grazing Service.^{68/} The General Land Office was one of the oldest Federal agencies. Since its establishment in 1812, it had been primarily concerned with the disposal of the public domain and the maintenance of records thereof. The Grazing Service was formed as a consequence of the passage of the Taylor Grazing Act of 1934 to administer private grazing on public lands so as to stabilize the western livestock industry and to preserve and improve this last remnant of the public domain.^{69/}

Section 7 of the Taylor Grazing Act provided that public domain lands (except in Alaska) must be classified by the Secretary of Interior before they could be transferred to private owners. Executive Orders 6910 and 6964 of 1934 and 1935 withdrew all the public domain in the original 48 States from entry or disposal pending classification. The act and these Executive orders had the effect of terminating the unrestricted operation of the Homestead Laws (except in Alaska) and of stabilizing, to some extent, the ownership of the public domain in the Federal Government.

Since 1934, several million acres of public domain have been classified and sold, traded, or otherwise disposed of to private individuals and corporations and to other public agencies. In the meantime, several million acres have been added to the public domain under various land laws. By 1961, BLM was charged with the management of 300 million acres in Alaska and 177 million acres mainly in the 11

Western States. The BLM, then, is responsible for the administration of most of the land in Alaska and for a total area, in the 48 contiguous States, larger than the State of Texas. This is the "national reserve" that President Kennedy referred to in his special message to Congress on natural resources on February 23, 1961.

The lands administered by BLM within the 48 contiguous States are located mainly in the deserts and high plateaus of the arid West. These lands are generally too dry, rough, or rocky to be suitable for farming in the present state of agricultural technology, but they have important values for grazing, timber production, watersheds, mineral production, power development, wildlife habitat, and outdoor recreation. Most of this land (141 million acres) is organized into grazing districts which are administered by BLM with the advice and assistance of a system of advisory boards.^{70/} The term "grazing district" is really a misnomer because the District Manager is responsible for the management of most of the various surface resources of his district. Grazing districts are supposedly operated under a multiple-use concept similar to that employed by the Forest Service. Legislation has been introduced in the 87th Congress to formalize multiple-purpose administration as a congressional directive.

Outdoor Recreation and the Public Domain

As with most other Federal agencies, recreation on the public domain has been almost an accidental byproduct of the primary uses of the land. Nevertheless the public domain supports thousands of big game animals and a wide variety of fish, waterfowl, upland game birds, and other wildlife. It also contains literally thousands of sites of exceptional scenic beauty or unique natural phenomena. Many of these last have not yet even been identified and are unknown except to a few local residents and longtime employees of BLM. Only incomplete data are presently available on recreational use of the public domain, but it is known to be considerable. Potential recreational use must certainly be enormous.

Provisions of several acts of Congress have a direct bearing on recreational use of the public domain and are at least partially responsible for both the progress and the problems of BLM in the field of outdoor recreation. It is understood, of course, that this legislation did not just happen—that it represented, and probably still represents, the views of different clientele groups who have succeeded in obtaining congressional approval of their objectives through the passage of laws, some of which are summarized below.

1. The general mining law (act of May 10, 1872, as amended) provides for the exploitation of locatable minerals. Since staking a mining claim involves little expenditure and does not require previous classification action by BLM, numerous spurious mining claims have been entered without discovery of minerals and whose real value was timber, water, or recreation. Probably the most sensational such

^{68/}For an account of the events which led to this amalgamation, see Foss, "Politics and Grass," pp. 171-186.

^{69/}There is no term which precisely describes the status of lands under the jurisdiction of BLM in the original 48 States. The term "public domain" actually means lands to which the public holds title. Public lands which have been withdrawn (set aside) for particular purposes, e.g. the national forests, are sometimes called "reserved public domain." Prior to the passage of the Taylor Grazing Act, those federally owned lands which had not been so withdrawn, and which were open to homesteading and other forms of disposal, were commonly called the "unreserved public domain." The Taylor Grazing Act (and subsequent Executive orders) withdraw these lands from the possibility of further disposal pending classification action by the Secretary of Interior but it did not "reserve" them for any particular purposes. These lands are still commonly called "unreserved public domain" but this term is now incorrect in that the lands are reserved from most forms of disposal even though they have not been reserved for particular purposes. In the absence of more precise terminology, the words "public domain" will be used in this paper to denote, collectively, all lands exclusively administered by the Bureau of Land Management. This definition is not final but is still under study.

^{70/}See Foss, op. cit., pp. 117-139, for a description of the advisory board system.

incident in recent years was the Al Sarena case in Oregon, in which it was alleged that a valid discovery of minerals had not occurred and that the principal objective of the claimants was harvesting timber rather than mining.

The act of July 23, 1955 which provides for surface management of mining claims by the Federal Government has been generally ineffective in solving the problem of spurious mining claims.

2. The Recreation and Public Purposes Act (of June 14, 1926 (44 Stat. 471), as amended) allows the Federal Government to lease or sell lands classified for recreational purposes to State and local governments and nonprofit associations. It thus permits the development of State and municipal parks at nominal acquisition costs. To date, State and local governments have not availed themselves of this opportunity to any considerable extent. Total transfers for recreation purposes during the 10-year period 1950-59 totaled only 27,711 acres. It seems reasonable to expect, however, that this amount will increase sharply in the years ahead.

3. The Taylor Grazing Act of June 28, 1934, provided for the regulation of the formerly "open" public domain, established a system of grazing districts, and halted the unrestricted homesteading of the vacant public lands. The act also provided generally that no lands be alienated from the United States until they had been classified. This provision will be of greatest significance in the future, because it will enable the BLM to classify and manage lands for recreation or for multiple-purpose use and dispose of them for recreational purposes or administer them as multiple-use areas with recreation as one of the recognized uses.

The Taylor Grazing Act recognized the right of the public to hunt and fish on public lands, enjoined the Secretary of Interior to cooperate with State agencies engaged in conservation or propagation of wildlife, provided for wildlife representation on advisory boards, and prohibited any interference with access to the public lands.

Of particular significance is the wording of the first sentence of the act, which states in part, "... in order to promote the highest use of the public lands pending its final disposal" (Italics added.) This language has given public land administration a temporary and transient character which has created serious problems as will be discussed below.

4. The O. & C. Forestry Act of August 28, 1937, provides for the administration of some 2,638,000 acres of forest lands in western Oregon. The O. & C. lands are not public domain in the traditional sense and are not subject to disposal under the public land laws except that such lands may be entered under the general mining law, leased under the Small Tract Act, and leased to public agencies under the Recreation and Public Purposes Act of 1926.

5. The Small Tract Act of June 1, 1938, allows the sale or lease of small tracts (usually 5 acres) for business, residential, recreation, or community sites.

Unstable tenure

The basic difficulty that underlies many of BLM's problems is the concept that the public domain is being managed only "pending its final disposal." Despite its title, the Bureau of Land Management has not been looked upon either by Congress or the executive department as a land managing agency. It has really been considered to be an extension of the General Land Office with the additional duty of administering grazing districts pending their "final disposal." Proposals for more intensive management or greater conservation efforts ordinarily arrive stillborn. The niggardly appropriations for BLM over the years reflect this prevalent attitude. Congressional appropriations for 1960 totaled about \$34 million as compared with \$159 million for the Forest Service and \$79.4 million for the National Park Service. In discussing the 1962 BLM budget request, C. R. Guterth of the Wildlife Management Institute said:

The budget requests for the Bureau of Land Management are believed to be entirely inadequate. . . . It is inconceivable that an agency that returns \$166 million to the Federal Treasury plus \$52 million . . . to the States and counties should be requesting only \$30.2 million. That request is even more ridiculous when the acute needs for refurbishing the public domain are reviewed.

Another inadequacy is exemplified by the \$200,000 requested for recreation on the millions of acres of lands administered by the BLM. . . . Recreational use of BLM lands . . . is mounting at a fantastic rate. A vigorous program needs to be adopted and supported financially. . . . 71/

But a "vigorous program" was not adopted and, in fact, the \$200,000 budget request was disallowed.

The supposed transitory nature of the public domain cannot help but have a detrimental effect on BLM employees who find themselves in a position analogous to that of a tenant who believes he may be evicted at any moment. Such a tenant ordinarily will not make much of an effort to conserve or improve the properties on which he lives.

The BLM needs a basic policy decision as to whether it is to be a land managing or a land disposal agency. If it is to be a land managing agency, it must be given reasonable assurance of continued tenure in the lands it administers. President Kennedy's statement that the public domain constitutes "... a vital national reserve that should be devoted to productive use now and maintained for future generations" 72/ may be a move in the direction of such a policy.

71/ U. S. Congress, House, "Hearings," Subcommittee on Department of Interior Appropriations, 87th Cong., 1st Sess. (1961), pp. 1176-1177.

72/ John F. Kennedy, "Special Message on Natural Resources" to the Congress, February 23, 1961.

The huge and scattered area administered by BLM constitutes, in itself, a formidable problem. Potential recreation sites must first be found and identified before they can be used. Lands must be surveyed, studied, and classified before they can be designated or transferred for recreational use. Sheer size, distance, and rugged terrain sometimes make access difficult. In cooperation with the National Park Service, BLM is now engaged in an inventory of sites with recreational potential on the public domain. Presumably President Kennedy's directive to "accelerate an inventory and evaluation of the Nation's public domain holdings to serve as a foundation for improved resource management"^{73/} will give additional impetus to both the recreation site inventory and the land classification program.

Secretary of Interior Udall has ordered an 18-month moratorium on most types of nonmineral applications and petitions for public lands to last until September 1, 1962. This breathing spell should give BLM an opportunity to catch up on applications now pending, but more importantly, it should provide an opportunity for accelerated inventory and classification activity and a somewhat more stabilize tenure for at least 18 months. During this period, it is expected that a series of new public land bills will be drafted to more effectively manage the public lands.

Spurious mining claims

In the past, most bogus mining claims have been located to secure timber, stock water, or a strategic location to control access to other lands. With mounting pressures for outdoor recreation opportunities, an increasing number of mining claims will be filed for the purpose of obtaining preferred recreation sites. Aside from the questionable legitimacy of such claims and the difficulties they produce for multiple-purpose area management, the basic and most vexing question is: Should lands with high potential for intensive public recreation use be allowed to pass into the hands of private individuals under the guise of mining claims? As noted above, the act of July 23, 1955, does not supply adequate tools for effectively dealing with this problem. Legitimate mining interests, as well as recreationists, should be interested in devising amendments to the old 1872 mining law which will effectively restrict mining claims to actual discoveries of minerals and actual mining operations. Miners should support such restrictions so that, if for no other reason, they would not run the risk of widespread scandals and public indignation with consequent restrictions on prospecting which could be detrimental to legitimate mining.^{74/}

The small tract act

The basic policy problem involved in the Small Tract Act is essentially the same as in bogus mining claims, i.e., should private individuals be allowed to acquire (legitimately) lands with high potential for

^{73/}Ibid.

^{74/}The Forest Service is faced with the same problem with regard to spurious mining claims.

intensive public recreation use? This is a determination that cannot be made by BLM. If the public domain is to be a "national reserve," this law will need to be repealed or more definite guidelines provided to allow BLM to make decisions in conformity with national policy.

The problem of the Small Tract Act is really part of a larger problem. It involves the question of the disposition to be made of all areas in the public domain of unusual scenic beauty or recreation potential. Should such lands be placed in national parks or national recreation areas? Should they be administered by BLM as part of a multiple-use area management unit? Should State and local governments be given special inducements to encourage them to acquire and develop such lands? Or should they be made available for sale to private individuals? The National Park Service is a successful operation if number of visitors is any criterion, so the transfer of such lands to the National Park Service might be feasible. The Forest Service has been successful in developing and managing recreation facilities within national forests; presumably BLM could do the same. TVA has been successful in transferring recreation sites to State and local governments. At the same time, most outdoor recreation opportunities in the United States exist on private property. Undoubtedly, areas of unusual potential would eventually be developed by private enterprise as commercial recreation if such areas were offered for sale.

Alaska

The new State of Alaska may constitute the big public land problem of our time. Practically all of Alaska is now owned by the United States or the State of Alaska. Of the total acreage, 103 million acres has been granted to the State. Naturally, the State of Alaska will select the most desirable lands. Once having done so, it will come under increasing pressure to sell the best of these lands to provide revenues for a financially hard-pressed State government. There is so much to be done in Alaska and so little money available that outdoor recreation is likely to fare poorly in competition with other uses—especially since the supply, at this time, must seem virtually inexhaustible. Alaska is in almost the same position as were the older public land States immediately after their formation. It is remote. It is financially hard pressed. Its people receive most of their income from exploitative industries. And natural resources seem inexhaustible. Even with the examples of the older public land States before them, there is no reason to expect that Alaska will not repeat the same mistakes in land use, conservation, and disposal because the same situations apply as in the older public land States. It is therefore unrealistic to expect that the Alaskan State government will do much better. If adequate outdoor recreation opportunities are to be preserved for future Alaskans and for the people of the contiguous 48 States, the Federal Government will need to assist the State in planning, acquiring, and conserving recreation areas. Alaska cannot do the job alone.

If BLM is not really a land managing agency in the contiguous 48 States, it is even less so in Alaska. The land withdrawals of 1934 and 1935 and land classification authority do not apply in Alaska. Public domain lands are therefore open to unrestricted homesteading and other methods of separation. With the exception of some 36 roadside recreation sites, developed with an appropriation authorized in an act of May 4, 1956 (and since transferred to the new State of Alaska), BLM has been unable to accomplish any substantial development or conservation of recreation areas in Alaska unless firefighting can be placed in that category.

Public land disposal policies in Alaska are essentially the same as obtained in the older States before the passage of the Taylor Grazing Act. If the mistakes in earlier public land disposal in the United States^{75/} are not to be repeated in Alaska, it will be necessary that present public land disposal laws be reexamined and revised in the light of the experience of the past.

Inadequate funds

With the exception of the small appropriation for recreation sites in Alaska, noted above, and in the O. & C. lands in Oregon, Congress has so far failed to provide funds for public recreation purposes in the BLM. Any recreation benefits that have so far become available have therefore occurred as an incidental byproduct of other activities.

Priority of uses

When different possible uses of the same area come in conflict, what are the priorities or relative values of the competing uses? This question is faced by all the land managing agencies and, to some extent, by agencies which have created water-based recreation. In BLM, as in many other agencies, recreation has not, until recently, been recognized as a valid use of resources or as an objective of agency programs. As such, it necessarily rates low in the assignment of priorities—especially since funds have not so far been forthcoming. However, a change in emphasis may be indicated by the remarks of Secretary Udall on September 11, 1961:

The provision of open spaces for outdoor recreation is one of the most important objectives of the national land reserve. Plans are to give recreation the same degree of attention as is given to the more traditional

management programs for such resources as range forage, commercial timberland, and leasable and hardrock minerals.

Involved in the problem of recreation priorities, is the whole concept of multiple use and multiple pressure from the various competing clientele groups. This problem was explored at some length in the section devoted to the Forest Service. We might note in passing, however, that the phrase "conflict of use" is simply a depersonalized term for "conflict among users." Nevertheless, the two different terms lead to different approaches to the problem. One leads to such considerations as the compatibility of livestock grazing with wildlife grazing; the other leads to an analysis of the relative strengths of sportsmen's groups vis-a-vis the stockmen's organizations.

Project twenty-twelve

According to Secretary Seaton's letter of transmittal, Project Twenty-Twelve "... is a program for the Bureau of Land Management until the year 2012" and a "... reasonable projection of the future needs for the long-range management of the public lands. . . ."^{76/}

Laudable as are these objectives, Project Twenty-Twelve suffers from the obvious effort to put together an attractive and palatable publication. The report is written in such imprecisely optimistic language as to obscure and minimize both the problems and the objectives of BLM. Project Twenty-Twelve may not be too little but it is too late.

* * *

As population increases and as climate control, agricultural, and mining techniques advance, the public domain will become increasingly valuable for these purposes as well as for recreation. This tremendous "national reserve" is the last land frontier of the United States. We have an opportunity now to profit from almost 200 years experience in public land management in preserving and protecting this great national asset. If we delay until problems become crises, the opportunity may be gone forever.

At the very least, BLM needs to be provided with sufficient resources so that it can expeditiously inventory and classify the public domain in the 48 contiguous States. Once this has been done, lands suitable for sale or exchange to private individuals or transfer to State and local governments for recreation, or other purposes, can be so designated. The remainder should then be clearly designated as a national land reserve so that effective long-term plans and practices can be developed for the protection and proper use of this last remnant of the landed estate of the American people.

^{75/}The history of public land disposal has been well-documented. See, for example, Marion Clawson, "Uncle Sam's Acres;" Phillip O. Foss, "Politics and Grass;" Benjamin H. Hibbard, "A History of the Public Land Policies;" E. Louise Peffer, "The Closing of the Public Domain;" Roy M. Robbins, "Our Landed Heritage;" and Walter P. Webb, "The Great Plains."

^{76/}Project Twenty-Twelve, published in 1960, has not been endorsed by the present administration.

FEDERAL AGENCIES WITH A PERIPHERAL INTEREST IN WATER OR LAND MANAGEMENT AND OUTDOOR RECREATION

THE HOUSING AND HOME FINANCE AGENCY

To make our cities and their outskirts more livable; to enlarge the people's right to clean air and smells and water, sky and space and seasons and parks; and to shorten their travel time both to work and to the woods or the beach—this is the next frontier in the American's long attempt to get himself into a better relationship with nature.^{1/}

The Housing and Home Finance Agency (HHFA) was established by Reorganization Plan 3 of July 27, 1947, to bring together the various Federal agencies involved with housing. The HHFA Administrator is responsible for the general supervision and coordination of the whole range of housing and urban programs and operations of the Community Facilities Administration, the Urban Renewal Administration, the Voluntary Home Mortgage Credit Program, the Federal Housing Administration, the Public Housing Administration, and the Federal National Mortgage Association.

HHFA and Outdoor recreation

The Housing and Home Finance Agency has encouraged provisions for parks and playgrounds in its public housing and urban renewal programs. The Urban Renewal Administration has made significant contributions to outdoor recreation in the form of grants to local governments for the acquisition and development of parks and playgrounds and through planning grants under section 701 of the Housing Act of 1954. The Community Facilities Administration has also indirectly aided outdoor recreation through advances to local communities for public works planning—which may include parks and other recreational facilities, public docks, and non-Federal river and harbor improvements.

Of greatest significance to outdoor recreation are the newly adopted open space provisions of the Housing Act of June 30, 1961 (Public Law 87-70). In brief, the act authorizes Federal grants to local communities for the acquisition of open space land. It defines open-space land as "any undeveloped or predominantly undeveloped land in an urban area which has value for (1) park and recreational purposes, (2) conservation of land and other natural resources, or (3) historic or scenic purposes." Federal grants may not exceed 20 percent of the cost of the acquisition except for metropolitan area projects where the Federal share may be increased

to 30 percent.^{2/} Grants may be authorized only for those communities which have a comprehensive planning program as defined in section 701(d) of the Housing Act of 1954 and one in which the proposed open space land is considered to be an integral part of the overall plan.^{3/} The Administrator (HHFA) is directed to consult with the Secretary of Interior on the policies to be followed in reviewing applications for open space grants. Aggregate Federal funds authorized for open space grants may not exceed \$50 million.

Problems and Possibilities of the Open Space Land Grant Program

The Outdoor Recreation Resources Review Commission estimates that 73 percent of the American people will live in urban communities of over 50,000 population by the year 2000. It is in these congested areas that outdoor recreation is most needed but land for recreational use is likely to be most limited.

In his message to Congress on "Our Nation's Housing" of March 9, 1961, President Kennedy said:

Land is the most precious resource of the metropolitan area. The present patterns of haphazard suburban development are contributing to a tragic waste in the use of a vital resource now being consumed at an alarming rate.

Open space must be reserved to provide parks and recreation, conserve water and other natural resources, prevent building in undesirable locations, prevent erosion and

^{2/}Section 702(a) of the act provides that the 30-percent maximum may be extended to a public body which (1) exercises responsibilities consistent with the purposes of this title for an urban area as a whole; or (2) exercises or participates in the exercise of such responsibilities for all or a substantial portion of an urban area pursuant to an interstate or other inter-governmental compact or agreement.

^{3/}Section 701(d) of the Housing Act of 1954 states that comprehensive planning "includes the following, to the extent directly related to urban needs: (1) preparation, as a guide for long-range development, of general physical plans with respect to the pattern and intensity of land use and the provision of public facilities, including transportation facilities, together with long-range fiscal plans for such development; (2) programming of capital improvements based on a determination of relative urgency, together with definitive financing plans for the improvements to be constructed in the earlier years of the program; (3) coordination of all related plans of the departments or subdivisions of the government concerned; (4) inter-governmental coordination of all related planned activities among the State and local governmental agencies concerned; and (5) preparation of regulatory and administrative measures in support of the foregoing."

^{1/}From an editorial in Life magazine, "Uses and Promises of America's Land," December 22, 1961, p. 15.

floods, and avoid the wasteful extension of public services. Open land is also needed to provide reserves for future residential development, to protect against undue speculation, and to make it possible for State and regional bodies to control the rate and character of community development.

The President then recommended legislation providing for \$100 million to be used for 20-percent grants to local communities for acquisition of open space land. As we have seen, Congress obliged in the Housing Act of 1961 but reduced total funds requested from \$100 to \$50 million. This amount is really too small to do more than initiate an experimental program but Congressional approval of the open space concept constitutes a landmark in the history of community development legislation.

It is significant that only those communities which have a comprehensive plan for their development are eligible for open space land grants. By this means Congress has not only acted to provide maximum benefits from the grants but has also reiterated its approval of the planning concept and has provided an additional incentive for comprehensive land use planning. The need for open space as part of an integrated community plan has been admirably summarized by Luther Gulick:

If I judge aright, we don't want to hand over to the next generation a land condemned to become rural and suburban slums, plastered with signboards, and broken into self-destroying, inefficient, and incongruous "developments." There is a legitimate place for all the developments we shall need, but these must be fitted one into the other with suitable public services, so that we will not end up with the piano in the kitchen—speaking figuratively—and the kitchen sink in the parlor. These arrangements can be influenced through zoning and areawide plans, and controlled by public land acquisition. The developments themselves will always be designed and carried through by private enterprise, except, of course, for the public buildings and highways that are required. A good zoning and control program will in fact encourage private investment because it is the best insurance any builder can ask.

There is, however, a major need of the future that will not, and cannot, be met by private enterprise even with the best local planning and zoning. This is the fundamental requirement for open space. If it is to exist at all, open space must be nailed down before development cuts it into useless shreds or erases it completely, and before land costs soar, and water rights are alienated or drained away.

Looking into the future, we want not only open space as a heritage for our children, but also a general urban development which is efficient, comfortable, reasonably attractive, and always capable of still further advance, that is, elastic. We don't expect things to stay put forever, but we do expect things to de-

velop on a planned basis without destroying efficiency, convenience and attractiveness.^{4/}

The act also recognizes the need for metropolitan area planning (as opposed to single community planning) and the difficulties inherent therein by increasing the proportion of Federal assistance from 20 to 30 percent.

An especially interesting feature of the act is the provision that the Secretary of Interior be consulted on the policies to be followed in reviewing applications for open space land grants and that he shall furnish the Administrator of HHFA, "...appropriate information on the status of recreational planning for the areas to be served by the open space land acquired with the grants." From the point of view of recreationists, this provision is encouraging because the Department of Interior has had long and varied experience in outdoor recreation and is especially sensitive to recreation needs and opportunities. If it is actively implemented, the statutory directive requiring consultation with the Department of the Interior cannot help but provide better coordinated and more effective outdoor recreation opportunities for the urban public.

The open space program has been criticized on the general grounds that provision for open space is a responsibility of local government and that the act vests too much power over local affairs in the hands of the HHFA Administrator. This point of view is exemplified in the following statement by an official of the U.S. Chamber of Commerce.

We believe that community development is, basically, a local responsibility; that the principle of local self-government is sound and workable; that the principle of limited Central Government established by the Constitution is essential to the preservation of our free choice economic system.

Legislative proposals pending would provide for Central Government subsidies for every type of community development....

We believe this subsidy approach...which centralizes Government responsibility and power at the national level of Government, is a negative approach.^{5/}

Similar sentiments have probably been advanced in opposing every other Federal program which has "reached down" into State and local government. Undoubtedly such views have considerable merit but the plain, obvious, and undeniable fact is that most local governments have so far been unable or unwilling to adequately plan for and control their own development.

It is not considered necessary here to defend the need for the preservation of a certain amount of open

^{4/}U. S. Congress, House, Subcommittee on Housing of the Committee on Banking and Currency, "Hearings on the Housing Act of 1961" (H.R. 6028, H.R. 5300, and H.R. 6423), 87th Cong., 1st Sess., pp. 824-825.

^{5/}Statement of Stuart Davis on behalf of the U. S. Chamber of Commerce before the Subcommittee on Housing of the Committee on Banking and Currency. U. S. Cong., House, "Hearings on the Housing Act of 1961" (H.R. 6028, H.R. 5300 and H.R. 6423), 87th Cong., 1st Sess., p. 777.

and is generally accepted throughout the United States. But, while the general concept has been widely accepted, there has been little agreement as to the specific measures which might be best suited to accomplish the general objective. Urban growth, of course, has not waited for a reconciliation of the various viewpoints on open space but has continued its unplanned, haphazard, and rapid growth. As a consequence there is no urban community of any size in the United States which has not suffered and paid for disorderly and unplanned growth. The open space provisions of the Housing Act of 1961 are too little and a century too late, but they do constitute a beginning and, if financing is increased to reasonable proportions and if the program is effectively administered, it will provide a means not only to supply outdoor recreation sites for a mushrooming urban population but also to help prevent slums and blighted areas. In the eloquent words of the President of the American Institute of Architects:

If we are to preserve what is left of the natural majesty and beauty of America . . . and reserve land for orderly future expansion of our communities, we must protect our open spaces by law. To do otherwise is to sacrifice our heritage to the bulldozer and the concrete mixer.

. . . we are responsible not only to our present citizens but to a national population which will nearly double within the life of a 40-year mortgage.

We must, in effect, build a second United States. The question, then, is not whether we will do it, but how well it will be done. We can create a new age of prosperity and beauty for America or botch the job irretrievably. Which path we take will depend in large measure on the enlightened leadership of government.^{5/}

THE BUREAU OF INDIAN AFFAIRS

Indian lands total some 53 million acres—an area slightly larger than the State of Kansas. These lands are held in trust for the Indians. In that sense, therefore, they are private property. Nevertheless, the kinds of programs sponsored by the Bureau of Indian Affairs and the amounts and purposes of congressional appropriations very largely determine (within geographical limits) the manner in which these lands will be used.

Most Indian lands are located in the West except for reservations of considerable size in Minnesota and Wisconsin and smaller reservations in Florida, Michigan, Mississippi, North Carolina, and South Carolina. Arizona, with 21.5 million acres, contains most Indian land. New Mexico is second with 6.4 million acres; Montana is third with 5.2 million; and South Dakota is fourth with 4.9 million acres. Less than 3 million acres of the total is considered to be farmland.

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AREA OF INDIAN LANDS BY USE AND TYPE CLASSIFICATION ^{7/}

Farm		Acres
Irrigated	561,000	
Dry farm	<u>1,925,000</u>	
		2,486,000
Open grazing		35,086,000
Commercial timberland		5,737,000
Noncommercial timberland		6,968,000
Other wild land		3,040,000
Other uses—nonagricultural		<u>245,000</u>
Total		53,562,000

Indian reservations contain some 3,600 ponds and lakes with a water surface area of approximately 750,000 acres. There are also some 6,600 miles of rivers and streams—some of which have high fishing values. About one half of the total of Indian lands has been classified as hunting areas. During 1960, about 615,000 man-days were spent in fishing and 264,000 man-days in hunting on Indian reservations. In the same year, recreation visits for all purposes (including ceremonies and visits to museums) totaled 2,300,000.

There is no statutory authority for the Federal Government to regulate Indian hunting or fishing on the reservations. Some tribes in their treaties with the United States, reserve to their members the right to hunt and fish on their reservations, and in some instances include lands located outside their reservations. As a general rule, even in the absence of treaty provisions, Indians may hunt or fish on the Indian reservations in accordance with their own tribal regulations or customs and are not subject to State laws. Non-Indians may not hunt or fish on Indian reservations without permission of the Indians regardless of State fish and game laws. Other recreational uses of Indian lands are also dependent upon permission of the Indians.

Outdoor Recreation on Indian Lands

Until recently, the Indians have generally declined to share the recreation potentials of their reservations with non-Indians especially as regards hunting and fishing. These activities not only have had economic values which the Indians were afraid of losing but they also constituted the last link with the free and open life of the past. Consequently, hunting and fishing treaty rights became a kind of fetish and any proposals to share these rights provoked strong and emotional resistance.

In recent years, however, some Indians have come to recognize the income potential of recreational use of the reservations. Probably the best example of this recent trend has been the tribal recreation project of the White Mountain Apaches of the Fort Apache Reservation in east central Arizona. The Apache high country contains between 60 and 70 percent of the streams of Arizona which are suitable for trout. The Apaches first tried to induce the State

^{7/}Unpublished data from Bureau of Indian Affairs, December 15, 1961.

of Arizona to stock these streams, but the State was unwilling to do so unless the reservation was opened to non-Indian fishermen. The Apaches refused to make this concession and got their streams stocked with trout by the Bureau of Sport Fisheries and Wildlife. They now sell a reservation fishing license so the trout fisherman who fishes on the reservation must purchase both a State license and a reservation license. He must also abide by State laws as to seasons and amount of catch. The Apaches have done somewhat the same thing as regards elk-hunting. They first canceled grazing permits for sheep to provide additional forage for elk and they sold elk-hunting permits. The sale of these permits now provides greater revenue than did the former grazing fees plus additional income to individual Indians who serve as guides. The Apaches have also constructed motels and gas stations and are renting boats at Tonto Lake and leasing campsites around Lake Hawley. These activities have been carried out with tribal funds.

The Bureau of Indian Affairs has encouraged the Apaches in their recreational undertakings and has tried to interest other tribes in the same kind of endeavor. Some examples of other Indian recreational enterprises follow.

The Navajos plan to commercialize on the lake formed by Glen Canyon Dam through the construction of motels and other facilities on that part of the lakeshore within the reservation. The Navajo Tribal Council has established a Parks Commission for the reservation and the tribe is presently operating motels, boat rentals, and picnic and campsites.

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The Cherokee Indian Reservation, which lies across the eastern entrance to Great Smoky Mountains National Park, has capitalized on its location by constructing motels and other tourist facilities.

Indians may borrow money from a revolving fund (established by congressional appropriations) to develop recreational and other business enterprises. However, the total amount of the fund has been \$10 million, so very little could be accomplished from this source. The 87th Congress passed an amended bill (S. 1540) which increased the amount of the fund to \$20 million. The act was approved by the President on September 15, 1961 (Public Law 87-250). Even with this doubled amount, the fund is obviously inadequate for financing recreational, or other, enterprises of any magnitude.

Problems and Possibilities

Indian lands constitute a considerable outdoor recreation resource. As with other potential or partially used recreation resources, pressure for more complete use will increase. The dangers and the opportunities in this oncoming surge of recreational use may not have been fully appreciated by the

Indians or by the Bureau of Indian Affairs. Present and planned recreational programs are rather amateurish undertakings which are usually inadequately staffed and inadequately financed.

The Bureau of Indian Affairs needs first to give recreation research a high priority. Such research should involve a detailed inventory of the resources of Indian lands to identify those with real recreation potential plus a study of potential demand factors for each of the sites so identified.^{8/} It next needs to plan in some detail how its recreation resources may best be conserved and developed and, finally, it needs to take aggressive action to move forward such a program.

The Indians have a choice between having recreationists forced upon them with little or no influence on the manner and amount of recreational use or, if the work is begun early enough and done thoroughly enough, deciding the manner and mode of recreational use of Indian lands. In the process they can not only provide very considerable outdoor recreational opportunities for the American people but they can realize substantial revenues and provide employment for their own people. At the same time they can maintain their tribal integrity and administer their own domain.

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Americans have gone "boat happy." In 1947, there were less than 2.5 million pleasure boats in the United States. By 1960 the number had vaulted to an estimated 8 million. In 1959, Americans spent \$2.5 billion on boats and boating. In the same year, it was estimated that boaters used 490 million gallons of gasoline, 25.5 million gallons of oil, and 24.5 million gallons of diesel oil. During the same period, the boating industry consumed approximately 12 million gallons of paint, 50 million pounds of aluminum, and 75 million pounds of plastics.^{9/}

The 8 million recreational boats carried some 39 million people. Boating has truly become a principal source of outdoor recreation. As one new boatowner expressed it, "I don't know how I ever lived before without a boat."

The large number of boats on the Nation's waters (most of them operated by amateurs) created hazards not only for the boaters and their passengers but for other persons who were using the same waters for other purposes. In an effort to alleviate this problem, Congress passed the Federal Boating Act of 1958 (46 U.S.C. 527). The Federal Boating Act provides for a numbering and identification system for boats of over 10 horsepower and amends the Motorboat Act

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and is generally accepted throughout the United States. But, while the general concept has been widely accepted, there has been little agreement as to the specific measures which might be best suited to accomplish the general objective. Urban growth, of course, has not waited for a reconciliation of the various viewpoints on open space but has continued its unplanned, haphazard, and rapid growth. As a consequence there is no urban community of any size in the United States which has not suffered and paid for disorderly and unplanned growth. The open space provisions of the Housing Act of 1961 are too little and a century too late, but they do constitute a beginning and, if financing is increased to reasonable proportions and if the program is effectively administered, it will provide a means not only to supply outdoor recreation sites for a mushrooming urban population but also to help prevent slums and blighted areas. In the eloquent words of the President of the American Institute of Architects:

If we are to preserve what is left of the natural majesty and beauty of America . . . and reserve land for orderly future expansion of our communities, we must protect our open spaces by law. To do otherwise is to sacrifice our heritage to the bulldozer and the concrete mixer.

. . . we are responsible not only to our present citizens but to a national population which will nearly double within the life of a 40-year mortgage.

We must, in effect, build a second United States. The question, then, is not whether we will do it, but how well it will be done. We can create a new age of prosperity and beauty for America or botch the job irretrievably. Which path we take will depend in large measure on the enlightened leadership of government.^{6/}

THE BUREAU OF INDIAN AFFAIRS

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of 1940 (46 U.S.C. 526) so as to make possible more effective enforcement of the "rules of the road" and the safety measures embodied in that act.

The Coast Guard and Outdoor Recreation

Since its founding in 1790, the Coast Guard has been generally responsible for maritime safety and law enforcement. However, when the 1958 act was being considered, the Coast Guard did not have the facilities to become a water-going policeman for the Nation's boaters. Furthermore there was a general inclination among Congressmen to consider boating traffic regulation to be the responsibility of State governments. As a result, the House Merchant Marine and Fisheries Committee asked the Council of State Governments to review proposed boating safety legislation. In addition, the Secretary of the Treasury held a national small-boat safety conference in December 1957 which presented some 19 conclusions and recommendations on small-boat safety regulation. Most of the recommendations of the Council of State Governments and the national small-boat safety conference were incorporated into a bill which became the Federal Boating Act of 1958.

In effect, the Federal Boating Act recognized a system of concurrent jurisdiction over boating regulation between the States and the Federal Government. The act provides for the assumption of boat enumeration by State governments under systems approved by the Coast Guard; amends the Motorboat Act of 1940 to provide for a civil penalty for reckless or negligent operation of a boat; establishes requirements for the reporting of accidents; directs the Coast Guard to compile and analyze such accident reports; and declares it to be the policy of Congress to encourage uniformity of boating laws as among the States and the Federal Government.

The Coast Guard enforces the numbering requirements of the Federal Boating Act on navigable waters of the United States, whether the vessel is required to be numbered by a State under an approved system or by the Coast Guard. The Coast Guard has recognized that with the rapid increase in recreational boating, increased facilities would be required in many areas and that additional emphasis on law enforcement activities would be necessary. Consequently, more than 600 new billets have been added to Coast Guard Lifeboat Stations for search and rescue, and for law enforcement duties. Of greater importance in the law enforcement field was the development of Coast Guard mobile boarding teams equipped with trailer-borne outboard boats. There are presently 35 of these mobile teams in operation with more planned for future years.

In its law enforcement program, the Coast Guard conducted 152,441 routine boardings during the 12-month period ended June 30, 1961, and detected 25,125 violations of the Federal boating safety laws (Motorboat Act of 1940 and Federal Boating Act of 1958).^{10/}

The Coast Guard has been most successful in obtaining the cooperation of the States and individual

citizens in its boating safety campaign. By the end of 1961, 41 States had enacted boat identification numbering systems approved by the Coast Guard. One of the signal successes of the Coast Guard program has been the work of the Coast Guard Auxiliary. This is a voluntary, unpaid organization of some 20,000 competent boaters who assist the Coast Guard in education of boaters, inspection of boats, and in rescue missions. In 1960, the auxiliary gave instruction on safe boating practices to 121,000 persons, showed boating safety films to 627,000, inspected 121,000 motor boats for compliance with safety regulations, patrolled 890 boat races and regattas, and participated in 3,525 rescue missions.

In its boating safety program, the Coast Guard has put considerable emphasis on education. According to Admiral A. C. Richmond, Commandant, "Safety afloat is a combination of education, common-sense, and courtesy." The Coast Guard has made a concerted effort to supply the "education" through films, pamphlets, and direct demonstration and instruction.

Problems and Possibilities

Considering its limited resources, the Coast Guard has done a magnificent job in promoting boating safety through State cooperation, the Coast Guard Auxiliary, the educational program, and direct enforcement activities. But these cooperative, voluntary, and semivoluntary activities may not be adequate as the number of boats increases. Increasing congestion and the drive for more power and speed will cause the accident rate to rise faster than the rate of increase in numbers of boats unless more positive action is taken to enforce safety measures on the water.

As the number and speed of both private and commercial boats on Federal reservations increase, so, too, will the need increase for uniformity in regulation and in enforcement.

The rapid increase in pleasure boating has rendered inadequate access roads, parking areas and launching ramps, or boat docks in many areas. State governments, and particularly State highway and park departments, need to give early and serious attention to the boating "traffic jam" which is already upon us. If access to Federal waters is to be an actuality rather than a "paper right," the same facilities will need to be expanded around Federal water impoundments. It is also a commonplace to find "State-owned" waters surrounded by a privately owned shoreline which effectively prevents access to the water.

As recreational use of water increases, conflicts among the different types of users will grow in frequency and intensity. Regulation of use through zoning is one of the more obvious solutions to this problem of conflict among users.

These are problems that are generally assumed to be the primary concern of State governments. However, boaters are becoming increasingly mobile, so a need exists for uniformity in State regulations. Otherwise the boater will be confronted with a new set of "rules of the road" whenever he crosses a State line. The Council of State Governments has

^{10/}U. S. Coast Guard, "Recreational Boating in the United States," processed, November 1, 1961, p. 21.

space in urban areas. This need is widely recognized proposed a "model" State Boat Act which would result in generally uniform boating regulation throughout the United States.^{11/} But this suggested act can only become effective if it is adopted by the various State legislatures. The advisory panel of State officials to the Merchant Marine Council of the Coast Guard has made some progress in developing uniform boating regulations. The advisory panel recently adopted a system of uniform waterway markers suitable for all water areas and types of watercraft to supplement the Coast Guard system.^{12/} It may be anticipated that the advisory panel will continue to concern itself with areas where uniformity is desirable. Whether these cooperative and permissive activities can produce adequate and uniform boating regulation throughout the United States is still an open question.

THE GENERAL SERVICES ADMINISTRATION

The General Services Administration and Outdoor Recreation

Among its many and varied activities, the General Services Administration (GSA) has primary responsibility for the disposal of surplus Federal property. Surplus real property is ordinarily advertised and sold to the highest bidder. As a sort of business manager for the U.S. Government, GSA has a business orientation in that it attempts to make the "best deal" for the Government in its transactions.

Surplus real property is sometimes desired by States, counties, or municipalities for park or recreation purposes. Surplus lands may include former military reservations which oftentimes contain desirable seashore or waterway areas, wildlife habitat, scenic attractions, or installations of historical interest. If surplus property is considered to be suitable for park or recreation purposes by the Secretary of the Interior (whose jurisdiction includes the National Park Service), it may be conveyed to a State or a political subdivision (including municipalities) thereof for 50 percent of the market value at the time of disposal based on the highest and best (most valuable) use of the property. When property is transferred under these circumstances, the deed of conveyance will provide that such property must be used for the purpose for which it was conveyed for a period of 20 years or revert to the Federal Government.^{13/}

Surplus property which is considered suitable and desirable for historic site purposes may be conveyed to States or political subdivisions thereof without monetary consideration.^{14/} Before such transfer

may be accomplished, it must be approved by the advisory board on national parks, historic sites, buildings, and monuments. Property may not be transferred as a historic monument if "its historical significance relates to a period of time within 50 years immediately preceding the determination of suitability and desirability for such use,"^{15/} nor may lands in excess of the minimum amount needed for preservation and observation of the monument be so transferred. Historic monuments must, of course, be maintained for that purpose or revert to the United States.)

Surplus lands which are chiefly valuable for wildlife conservation purposes may, on request, be conveyed to States or, if mainly valuable for migratory birds, to the Department of Interior (Bureau of Sport Fisheries and Wildlife) without monetary consideration. In any such transfers, oil, gas, and mineral rights are retained by the United States, and the lands must continue to be used for wildlife purposes or revert to the United States.^{16/}

Problems and Possibilities

The GSA has sometimes been criticized by officials of cities and States which hope to acquire surplus Federal lands for park or recreation purposes on the grounds that even 50 percent of fair market value is oftentimes more than a local government can afford to pay—especially if the property is in, or near, a city. However, the GSA has no real discretion in the matter of the sale price of surplus properties because the policy is spelled out in the Federal statutes cited above. The only area in which GSA may exercise any discretion is in the estimation of the market value of surplus properties.

Notwithstanding its lack of discretionary authority, the GSA is generally oriented toward maximizing returns to the Federal Treasury. GSA understands that this is the intent of Congress and that any conveyances of property from the Federal Government to local governments at less than market value constitutes a gift or subsidy from the people of the United States to the people of a particular locality.

There is no doubt that some surplus Federal properties have high recreation values—especially those which are located in metropolitan areas where the need for outdoor recreation is most acute. It is these same properties, however, which are likely to have greatest commercial value and yield highest returns to the Treasury. Congressional policy is inconsistent with reference to land disposal. Public domain lands may be transferred to local governments for recreation purposes at token prices. Present programs of the Bureau of Land Management provide for prices as low as \$2.50 per acre. At the same time, the GSA is expected to get 50 percent of market value for surplus real properties.

If park and recreation supporters become politically effective enough to secure amendment to the statutes so as to eliminate or minimize further the 50 percent of market value selling price, it seems likely that municipalities, especially, would tend to increase

^{11/}Council of State Governments, "Suggested State Legislation, Program for 1959," Chicago, 1958, pp. 53-63.

^{12/}Advisory panel of State officials to the Merchant Marine Council United States Coast Guard, "Report of the Committee of State Officials on Uniform Markers," processed, October 30, 1961.

^{13/}Sec. 13(h) of the Surplus Property Act of 1944 (58 Stat. 765) which was excepted from repeal by sec. 602 of the Federal Property and Administrative Services Act of 1949 (63 Stat. 377).

^{14/}Ibid.

^{15/}Act of July 20, 1961 (75 Stat. 211).

^{16/}Act of May 19, 1948 (62 Stat. 240, 16 U.S.C. 667 (b-d)).

the number of surplus properties considered "suitable" for park or recreation purposes. Such a situation would place the Park Service in a most difficult position in making determinations as to the recreation potential of surplus properties. It already is faced with this problem in connection with public domain lands.

A special ad hoc committee, headed by the Administrator of the GSA and including a representative from the Department of Interior, has recently restudied the whole question of surplus land disposal for park or recreation purposes and has submitted its recommendations to the White House. As a consequence of these recommendations, it seems likely that legislation will be introduced in the next session of Congress to modify, and possibly to liberalize, present surplus land disposal laws.

THE SMALL BUSINESS ADMINISTRATION

The Small Business Administration is an independent agency established in 1953 which operates under the general direction of the President to provide management counsel and financial assistance to small business. A small business is defined as one which has annual receipts of less than \$1 million. The Small Business Administration is the only Federal agency devoted exclusively to the problems of small business.

The Small Business Administration and Outdoor Recreation

The private sector of the economy now provides a major portion of outdoor recreation opportunities and must continue to do so if increasing demands are to be satisfied. The Small Business Administration presently offers financial assistance, sponsors research, and may provide managerial assistance to commercial recreation enterprises on the same basis as to other small business.

Loans may be granted to finance construction, conversion, or expansion, or to purchase equipment, facilities, and supplies. Applicants for commercial recreation business loans must satisfy the same credit requirements and meet the same general criteria as other businesses to qualify for a loan. Loans will ordinarily not be granted to finance racetracks, gambling establishments, private golf courses, or other enterprises with restricted memberships, and those enterprises which derive a substantial portion of their revenue from the sale of alcoholic beverages.

The Small Business Administration also sponsors research projects in business which may include recreation business. Recently completed studies include: "A Study of the Vacation Industry in Maine," completed in August 1960; "The Pleasure Boating Industry in Tennessee," completed in July 1960; and "A Study of Opportunities for Small Business in Lake Recreational Areas in Eastern Oklahoma," completed in September 1960.

Studies now in process include: "The Tourist Business of Alaska—Its Impact on the Economy and Development of Business"; "The Motel Industry,

Environmental and Managerial Factors Determining Entry, Profitability and Survival"; "Opportunities for Small Business in Hawaii's Changing and Expanding Economy"; "Survey and Analysis of the Recreation Vacation-Travel Business in New Hampshire"; "A Study of the Recreation and Vacation Industry in North Dakota to Determine Opportunities for Small Business"; "The Value of Tourism to the Small Business Economy of Vermont"; and "Planning a Balanced Economic Development Program for Small Business in the U. S. Virgin Islands."

Problems and Possibilities

Commercial outdoor recreation enterprises are ordinarily considered to be high-risk investments because of the presumed elasticity of consumer demand for recreation, the rapidity of shifts in consumer preferences, the frequent incidence of short seasons, and dependence on favorable weather. For these, and other reasons, commercial recreation entrepreneurs ordinarily have difficulty in borrowing money to establish or expand recreation facilities. The Small Business Administration has made loans to finance recreation enterprises and is receiving an increasing number of applications for such loans. However, such applications must meet the same requirements as applications from any other business. Consequently the rejection rate is necessarily high.

Commercial recreation could be encouraged and expanded by granting the Small Business Administration authority to give preference to recreation business loan applications through relaxation of eligibility criteria, through the establishment of a separate fund for recreation loans with a different set of eligibility criteria, or through other methods that would have the effect of providing easier credit for recreation enterprises. The probable political reception of such proposals seems highly questionable. The idea of giving preference in lending to recreation over more "legitimate" business could be expected to meet very considerable resistance. In the competition for the scarce tax resources of the Nation, commercial outdoor recreation is not likely to command very high priorities.

A role more politically acceptable for the Small Business Administration in the interest of outdoor recreation would be an expansion of, and a greater concentration on, research and consultative services to commercial recreation enterprises. Such activities could be of very significant value in appraising businessmen of the existence of commercial recreation opportunities and in helping them succeed in such ventures.

THE DEPARTMENT OF DEFENSE (MILITARY RESERVATIONS)

The Department of Defense and Outdoor Recreation

The various military departments own or currently control approximately 28.5 million acres of land. Some of this land has considerable hunting and fishing values. In past years sportsmen and conservationists complained vehemently about the amount and character

of the lands sought for military reservations. Michael Nadel of the Wilderness Society testified:

These measures are the outcome of repeated, and continuing, attempts by the armed services to raid large slices of federally owned lands for the purpose of attaching these lands to their exclusive use. We have seen that frequently their favorite target has been land reserved primarily for wildlife refuge purposes. These attempts have been persisted in despite and against strong opposition by the public.

The demand for exorbitant areas of wildlife lands has become like a battering ram. The several branches of the Department of Defense appear to be competing with each other to enhance their respective holdings.^{17/}

C. R. Gutermuth of the Wildlife Management Institute agrees that: "... there seems to be no limit to the armed services' insatiable appetite for land."^{18/}

In 1956 the House Committee on Interior and Insular Affairs (before which the foregoing testimony was given) reported that:

In 1945, at the alltime peak of U.S. military effort, the books carried 12.1 million men in the Armed Forces, 109,000 military aircraft of all types, with Defense real property holdings of 25.1 million acres.

Today, with approximately 2.8 million members in the Armed Forces, and with some 36,000 military aircraft of all types on hand, the military holds more than 25 million acres of land in the 48 United States, with applications pending for more than 8 million additional acres.

If these are the requirements in peacetime, what would the military require in time of war?^{19/}

A second common criticism was that civilian sportsmen were unnecessarily restricted from military reservations and that State officials were not admitted to carry out proper game conservation and management practices. According to the Chief of the Branch of Wildlife Refuges, Fish and Wildlife Service:

The Aberdeen Proving Grounds contain some of the best wintering grounds for our diving ducks in America. It is a deluxe officers' shooting club. . . .

The thing is that our game-management agent or the State warden goes over and knocks on the door, and it takes about 3 hours to get in there.^{20/}

^{17/}Statement of Michael Nadel, assistant executive secretary, The Wilderness Society, before the House Committee on Interior and Insular Affairs, "Hearings on Withdrawal and Utilization of the Public Lands of the United States," 84th Cong., 2d sess., p. 81.

^{18/}Statement of C. R. Gutermuth, vice president, Wildlife Management Institute, before the House Committee on Interior and Insular Affairs, *ibid.*, p. 89.

^{19/}*Ibid.*, p. 250.

^{20/}Statement of J. Clark Salyer II, Chief, Branch of Wildlife Refuges, Fish and Wildlife Service, before the Committee on Interior and Insular Affairs, *ibid.*, p. 154.

In another context Mr. Salyer said:

The State technicians will know, if admitted to a reservation for a census, how many animals are there and what it should carry, and then there might be certain operational problems that would require further reduction. So that I think, . . . every military post that has significant game population should have a management plan for that game. Then they can take the proper number of animals and keep them in balance.^{21/}

But he added that "an impenetrable khaki curtain stands between us and the proper control of these lands."^{22/}

A third chronic complaint, and one that usually produced the most violent emotional reactions, alleged that State game laws were commonly ignored on military reservations, that hunting privileges were likely to be granted to high-ranking officers, and that hunts sometimes destroyed scarce game.^{23/}

Problems and Possibilities

Legal uncertainties

Over the years the military departments have generally contended that State game laws did not apply to military reservations and that the States had no jurisdiction on such reservations.^{24/} At the same time Army Regulation No. 210-480 (17 August 1950) stipulated that "whoever . . . is guilty of any act

^{21/}*Ibid.*, p. 159.

^{22/}*Ibid.*, p. 153.

^{23/}See testimony at "Hearings on Withdrawal and Utilization of the Public Lands of the United States," before the House Committee on Interior and Insular Affairs in 1956, pp. 141, 155, and 226.

^{24/}The following excerpt from a letter signed by the Commanding General at Fort Bragg, N.C., exemplified this general point of view.

Headquarters, Fort Bragg
Office of the Commanding General,
Fort Bragg, N. C., September 20, 1954

Mr. Clyde P. Patton,
Executive Director, Wildlife Resources Commission,
Raleigh, N. C.

Dear Mr. Patton:

I regret that Fort Bragg is unable to change its game regulations, as you suggest. The United States exercises exclusive jurisdiction for all purposes over the reservations. The hunting laws of North Carolina with respect to license requirements are not applicable as either State or Federal laws.

We appreciate your interest in Fort Bragg and assure you of our desire to cooperate in every way possible with your office. With kind personal regards,

Sincerely yours,

(S) Joseph P. Cleland,
Major General,
United States Army, Commanding.

or omission which... would be punishable if committed or omitted within the jurisdiction of the State ... shall be guilty of a like offense and subject to a like punishment." It has also been argued that the Assimilated Crime Statute (18 U.S.C. 13) applied to violations of State fish and game laws. Regardless of the legal technicalities involved, there existed a feeling among conservationists that fish and game regulations on military bases were based largely on the personal attitudes and desires of the local commander. In the words of Gov. John F. Simms of New Mexico:

It makes no difference what the present legal right of military personnel may be to hunt or fish on military lands without licenses. Irrespective of those legal rights of the States and in defiance thereto, military authorities, from the Pentagon downward, will continue to obstinately and flagrantly violate existing law, their own regulations and State law, unless restrained by the passage of legislation.^{25/}

Public law 85-337

In response to these recurring complaints, Senator (then Representative) Clair Engle and several other Congressmen introduced similar bills in the 84th Congress designed to correct the alleged injustices and inequities.^{26/} Extensive hearings were held by the House Committee on Interior and Insular Affairs on the Engle bill which received the support of the conservation or fish and game departments of 39 States plus the approval of the major conservation organizations in the United States. The Committee concluded that:

... the record conclusively establishes these points: that the existence of huge Federal military reservations containing extensive fish, game, and wildlife resources and the activities of military personnel thereon has given rise to violent objections on the part of local officials with respect to activities countenanced therein; that on too many such areas the State fish and game laws and implementing regulations fixing seasons, bag limits, methods and times of capture, and similar limitations, have been totally or largely ignored; that State fish and game conservation officials have routinely been denied access to millions of acres of public lands within military reservations for the purpose of effecting measures for the conservation and management of fish, game, and wildlife resources; that the public at large has similarly been denied access to millions of

acres of military reservation during established hunting seasons, notwithstanding the fact that many such areas are only intermittently used and cannot be seriously labeled "closed for security reasons"; that interpretation of the State laws governing taking and possession of these resources has largely been left by the Defense Department, and the Departments of the Air Force, Army, and Navy, to local commanders, with the not unnatural result that there are almost as many interpretations as there are local military commanders; that in too many instances such areas have taken on all the aspects of exclusive military hunting preserves, closed to the public-at-large; closed to the Federal and State officials charged with responsibility for fish and game law enforcement, and therefore islands of highly irregular fish and game management within what Congress and the States and Territories would like to believe is a sea of uniform policy governing the wise and orderly use of these valuable public resources; finally, that directives, regulations, and orders of the Defense Department promulgated with the declared intent of harmonizing the military-local situation appear to be largely matters of form, and of only limited substance.^{27/}

The bill was reported out as H.R. 12185 and passed the House on July 26, 1956. A similar bill (H.R. 5538) was introduced in the 85th Congress and passed (Public Law 85-337) on February 28, 1958.

Public Law 85-337 provides that military withdrawals, reservations, and restrictions of more than 5,000 acres of public land may not be accomplished except by act of Congress; that the Secretary of Defense shall with respect to each military installation "... require that all hunting, fishing and trapping at that installation ... be in accordance with the fish and game laws of the State or Territory in which it is located"; and that the Secretary of Defense shall "... develop procedures under which designated fish, game, or conservation officials ... may have full access to that installation ... for the management, conservation, and harvesting of fish and game."

This act satisfied the most common complaints of the sportsmen and conservationists, but in the process it may have slowed down and hampered the military departments in the acquisition of lands with possible detrimental effects to the Nation's defense capabilities. It is also possible that military personnel, because of frequent transfers, may sometimes be denied equal hunting and fishing privileges through the act's insistence that hunting and fishing practices on military reservations be in accordance with State laws. There can be little objection to that provision of the act which grants access to State game and conservation officials for the management of wildlife on military reservations.

Presumably because of the findings of the hearings in 1956, and prior to the passage of the act, the Air

^{25/}Statement of Governor John F. Simms before the House Committee on Interior and Insular Affairs, "Hearings on Withdrawal and Utilization of the Public Lands of the United States," 84th Cong., 2d Sess., p. 63.

^{26/}H.R. 10371, by Mr. Engle; H.R. 10362, by Mr. Aspinall; H.R. 10384, by Mr. Rogers; H.R. 11001, by Mr. Johnson; H.R. 10380, by Mrs. Pfoest; H.R. 10377, by Mr. Metcalf; H.R. 10366, by Mr. Bartlett; H.R. 10372, by Mr. Fernandez; H.R. 10394, by Mr. Saylor; H.R. 10396, by Mr. Udall; H.R. 10548, by Mr. Young; H.R. 10367, by Mr. Budge; and H.R. 10725, by Mr. Coon. Bills cited were introduced in the 84th Congress.

^{27/}U. S. Congress, House, Committee on Interior and Insular Affairs, "House Report No. 2856" to accompany H.R. 12185, 84th Cong., 2d Sess., pp. 257-258.

Force entered into a voluntary agreement with the Fish and Wildlife Service for the development of a fish and wildlife conservation program on properties under the control of the Air Force. The other services also took voluntary action to correct some of the problems pointed up by the hearings. For example,

... Army regulations issued November 6, 1956, were described by the top Department of the Army witness as achieving this result:

... the Army's policy is to comply fully with the penal provisions of the State hunting and fishing laws, such as those pertaining to seasons, bag limits, and sex of animals killed; to cooperate with all State and local officials interested in hunting and fishing, wildlife, and conservation; to quickly and vigorously prosecute all violators; and to engage in long-range conservation and game management programs on all military reservations.^{28/}

To implement the provisions of Public Law 85-337, the Department of Defense, on July 16, 1958, issued DOD Directive Number 5500.5. This directive repeated the substance of the law. Each of the military departments subsequently issued regulations in consonance with the basic DOD directive (Army Regulation 210-221, Secretary of the Navy Instruction 11015.3, and Air Force Regulation 125-5).

Rehabilitation of wildlife resources on military reservations

Further regulatory legislation was introduced in the 86th Congress by Representative Sikes, of Florida, in HR 2565—a bill to “promote effectual planning, development, maintenance, and coordination of wildlife, fish, and game conservation and rehabilitation in military reservations.” The Sikes bill reiterated some of the concepts expressed in Public Law 85-337 but went on to authorize military commanders to enter into agreements with the Department of Interior and appropriate State conservation agencies for the management, rehabilitation, and improvement of the fish and game potentials of military reservations. Most importantly, it authorized the collection of separate (and additional) hunting and fishing fees with such funds to be used exclusively for the rehabilitation of the hunting and fishing resources of the reservation. In the words of Congressman Sikes: “... it is my belief that efforts to improve the recreational potential of those lands [military reservations] is in the public interest. My bill provides the money for the job but the funds don't come out of the Public Treasury. It is self-financing.”^{29/}

The Sikes bill was generally supported by conservation and sportsmen's organizations. It was generally opposed by the Department of Defense

on the grounds that it was partially a reiteration of Public Law 85-337, and hence redundant, but mainly because of the additional administrative workload involved and the difficulties which might be encountered in enforcement of the act by military personnel. The Department of Interior gave lukewarm support. The Comptroller-General objected to the “ear-marking” of funds and reiterated its policy that moneys collected by the United States should be deposited in the Treasury as miscellaneous receipts and disbursed through congressional appropriation. The Bureau of the Budget objected on much the same grounds (“back-door financing”) and further objected to the imposition of a fee system on one type of Federal lands but not on the rest.

In the light of these objections, concurred in by some of the conservation agencies, the bill was amended to make its provisions permissive in nature and passed as Public Law 86-797 on September 15, 1960. In effect, this legislation allows and encourages, but does not require, the arrangements set forth in the Sikes bill. The Secretary of Defense may enter into agreements with the Secretary of the Interior and the States for the management and development of wildlife and fish and game resources on military reservations. Such agreements may provide for the issuance of special permits and may require payment of a fee to be used for the management of the wildlife resources of the area. The commanding officer of each reservation is authorized to enforce the terms of the agreement and collect such fees if the agreement so provides.

The current situation

As long as any civilian sportsmen are denied access to military reservations, it seems likely that the good faith of the military will be suspect and that the Department of Defense can expect more or less continual criticism. As late as June 30, 1959, C. R. Gutermuth testified that:

Much has been said and written in past months about how well the Department of Defense is carrying out the objectives of section 4 of Public Law 85-337. That section pertains to hunting and fishing on military reservations. It is my observation, however, that with the exception of the Air Force, the other services really are not making much progress in implementing that provision of this important Public Law.^{30/}

In the meantime as of 1960, 4,059,261 acres of military reservations were available to the public for recreational purposes and were used to the extent of some 11 million visits.^{31/}

Possibly because of recurrent criticism of military policies with reference to hunting and fishing, the Department of Defense has become extremely sensitive to the manner in which such activities are administered

^{28/}U. S. Congress, House, Committee on Interior and Insular Affairs, “House Report No. 215” to accompany H.R. 5538, 85th Cong., 1st Sess., p. 44.

^{29/}Statement of Congressman Robert L. F. Sikes before the Merchant Marine and Fisheries Subcommittee of the Committee on Interstate and Foreign Commerce, U. S. Congress, Senate, “Hearings on H.R. 2565,” 86th Cong., 2d Sess., p. 43.

^{30/}Statement of C. R. Gutermuth before the Subcommittee on Fish and Wildlife of the House Committee on Merchant Marine and Fisheries, “Hearings on H.R. 2565,” June 30, 1959.

^{31/}Data from Outdoor Recreation Resources Review Commission Survey.

on military bases. Current official policies appear to represent a real determination to maximize access to military lands and to cooperate in the conservation efforts of State and local governments. According to the recently revised DOD Directive 5500.5:

Provision shall be made . . . for controlled public access to installations when such can be granted without bonafide impairment of the military mission.

In those rare instances where all public access must be withheld, the reasons must be logical and substantial and, by a candid statement, incorporated in the cooperative agreement to be negotiated between representatives of the military departments, the State fish and wildlife authorities, and the U.S. Fish and Wildlife Service.

The directive also provides:

Hunting, fishing, and trapping at each military installation . . . will be in accordance with the fish and game laws of the State in which it is located.

Military departments will insure that appropriate commanders . . . provide installation access for designated State fish and wildlife or conservation officials. . . .

To further encourage conservation activities, the Secretary of Defense will present an annual award to the installation that has carried out the most outstanding fish and wildlife conservation program during the preceding year.

Probably of greatest significance for outdoor recreation is the concept expressed in the prelude to the directive stated above:

The DOD as an important occupier of Federal lands, has an obligation to the American people to act responsibly and effectively in natural resources management. This includes the obligation of the Armed Forces to restore, improve, and preserve, through wise-use management, the renewable natural resources of the lands and waters they control. The conservation programs required by this directive and the military mission need not, [and shall not,] be mutually exclusive.

THE BUREAU OF PUBLIC ROADS

The Bureau of Public Roads (BPR) originated in 1893 as the Office of Road Inquiry. Since that time, its title and departmental affiliation have changed several times. The present organization, under the title "Bureau of Public Roads," was placed in the Department of Commerce on August 20, 1949.

The BPR has three principal functions: (1) highway research; (2) road-building on Federal domain; and (3) the administration of Federal aid to the States for highway construction. Under the Federal Aid Highway Act of 1956 and supplemental acts of 1958, 1959, 1960, and 1961, the BPR is responsible for Federal aid to the States in the construction of the largest single public works program in history—the 41,000-mile Interstate Highway System being built at a total cost of about \$41 billion.

Public Roads and Outdoor Recreation

An increasing population, increased real income, increased length of vacations, a shortened work-week, and increased life-expectancy with longer periods in a retired status—all produce increased demands for outdoor recreation. Much of this recreation demand is reflected in traffic congestion and increased demands for more highways and better highways.

It would be difficult to overemphasize the importance of the relationship between outdoor recreation and roads. Most outdoor recreation requires travel, and most of this travel is presently by private automobile although a considerable amount moves by bus, which also involves use of roads. Over 95 percent of the visitors to Yellowstone, Glacier, Grand Canyon, and Great Smoky Mountains National Parks come by private automobile. The tremendous rise in the use of federally owned recreation resources during the past few years has been made possible because of their accessibility via the public road system. Conversely, there remain many areas of great recreation potential which are used very little because of lack of adequate roads. The relationship is so close that by widening and improving roads we have, in some instances, exchanged congested roads for congested recreation sites.

Not only are roads to the recreation site indispensable but roads within the area determine in considerable degree the demand for, and the capacity of, the recreation area. Thus areas adjacent to hard-surfaced roads within the National Forests receive most of the recreational use. The capacity of Yellowstone Park could probably be doubled or tripled simply by building more hard-surfaced roads within the park. In so doing, however, some values of the park would be destroyed. So the kind and quantity of roads determine, in large part, not only the amount of recreational use but also the kind of recreational use. A network of highways into a wilderness area, for instance, will cause it to lose its value as wilderness.

In considering the relationship of roads to recreation, we ordinarily think of roads as being only a means to an end. We tend to assume that recreation benefits do not begin until the site is reached and that time in transit is lost time or an unpleasant interlude to be endured in reaching the recreation area. All too often this may be true but, for many people, the "trip" may provide as much enjoyment as the visit to the recreation site. Furthermore, much highway travel is of the "joyride" variety with no particular destination. The highways themselves thus do, or could, provide a most valuable recreation resource. This last becomes especially significant when we consider that streets and highways occupy 22 million acres of land—more than the entire area of the State of Maine. If multiple use is a valid concept for other lands, could it not also apply to road-lands?

We generally consider land and water to be minimum essentials for outdoor recreation. To these two basic resources we should add a third essential ingredient—roads.

Problems and Possibilities

Billboards

The Federal-Aid Highway Act of 1958 expressed a national policy with regard to billboards along the Interstate System when it stated that "... it is hereby declared to be in the public interest to encourage and assist the State to control the use of and to improve areas adjacent to the Interstate System by controlling the erection and maintenance of outdoor advertising signs, displays, and devices adjacent to that system" In furtherance of this policy, the act provided that the Federal share of construction costs be increased from 90 percent to 90.5 percent for those States which agreed to enforce regulations on billboard displays as prescribed by the Secretary of Commerce within 660 feet of the highway right-of-way. The States were given until July 1, 1961, to accept or reject this proposal. By June 1, 1961, when the Senate Committee on Public Works submitted its report on the 1961 Federal-Aid Highway Act, only two States (Maryland and North Dakota) had concluded agreements with the Secretary of Commerce. The committee rejected an amendment that would extend by 2 years the time in which States could enter into such agreements because "The incentive for action by the States has been provided, and the committee believes that failure by the majority of the States to provide for the necessary regulation indicates the lack of interest by such States in the matter of control of outdoor advertising.^{32/} A supplemental view signed by seven members of the committee proposed that the States be given until July 1, 1963, to conclude agreements with the Secretary of Commerce. The reasons for regulation of billboard advertising were summarized by President Kennedy in his message of February 28, 1961:

The Interstate Highway System was intended, among other purposes, to enable more Americans to more easily see more of their country. It is a beautiful country. The system was not intended to provide a large and unreimbursed measure of benefits to the billboard industry, whose structures tend to detract from both the beauty and safety of the routes they line. Their messages are not, as so often claimed, primarily for the convenience of the motorist whose view they block. Some two-thirds of such advertising is for national products, and is dominated by a handful of large advertisers to whom the Interstate System has provided a great windfall. . . .

Outdoor advertising is a diminutive industry when compared with some of the major industries in the country. It grosses about \$200 million per year and employs about 12,000 persons. Notwithstanding its small size, the industry has been exceedingly effective in lobbying activities and has ordinarily won out when direct attempts have been made to eliminate or control billboard advertising through legislative action. However, in the Federal-Aid Highway Act of

1961 the billboard industry suffered at least a temporary setback in that the views of the minority of the Public Works Committee and those of the President prevailed, and States were granted an additional 2 years in which to conclude agreements with the Secretary of Commerce.

At first glance it would appear that the billboard problem could be solved simply by amending the Federal-Aid Highway Act to provide that no Federal road construction moneys would be available to States that refused to comply with a uniform billboard control regulation. But such a bill would probably not even get out of committee.

Damage to fish and wildlife

The potential damage to fish and wildlife through the construction of highways which prevent their free passage is discussed in the chapter on the Bureau of Sport Fisheries and Wildlife. We need only note here that highways can be a help as well as a hinderance to wildlife conservation but that they can be of benefit only if wildlife values are taken into account in planning the route and construction features of the highway. Since the Bureau of Public Roads does not directly engage in construction activities except on Federal lands it has no authority or responsibility for protecting wildlife resources—nor has it sought any such responsibility. The problem must now be approached at the State level through the coordinated efforts of State conservation agencies and State highway departments. In a few States, such coordination has been successful, but in many cases wildlife values have been overlooked or disregarded.

Rest areas

At present, most roadside rest areas consist simply of a turnout where the motorist may read a historical marker or a limited parking area equipped with toilet facilities and two or three picnic tables. Such facilities hardly seem adequate when it is recognized that about 45 percent of all passenger traffic on primary highways is for social and recreational purposes.

With the spectacular growth of the popularity of camping (Sears Roebuck's camping equipment sales are up 40 percent since 1956) and the rapid increase in the number of trailers, it is becoming increasingly difficult to find suitable places to camp or park trailers. Long waiting lines of frustrated "recreationists" waiting for a spot to camp or park their trailers are becoming increasingly commonplace. Unless positive action is taken to alleviate the shortage of camping spaces, the situation can only become worse. The States have an opportunity to satisfy a part of this need through the construction of more numerous and more attractive rest and recreation areas on primary and secondary highways. Federal funds are available for this purpose under the authority of section 319, title 23, "Highways," United States Code, which provides that up to 3 percent of the total State apportionment may be used for "rest and recreation areas of limited size . . . without being matched by such State."

^{32/}U. S. Congress, Senate, Committee on Public Works, "Senate Report No. 293," 87th Cong., 1st Sess., p. 17.

The greatest need for camping sites will occur along the Interstate System which will carry a large portion of the long-distance recreation travel. However, rest areas along the Interstate System are designed primarily as emergency safety measures. According to the official policy statement of the American Association of State Highway Officials "Rest areas are to be provided on interstate highways as a safety measure. They are not to be planned for use as local parks. Areas for family leisure picnics, active recreation, waterfront activities, or overnight camping are not to be developed as a part of an interstate highway."³³

Camping sites along the Interstate System or reasonably accessible therefrom, would greatly diminish the need for expanded facilities in the National and State parks and forests and would provide facilities for motorists where they are most needed—along the highways.

"Weekend" roads

Roads are ordinarily built to accommodate work-week traffic. In some cases the same roads carry the bulk of weekend or recreation traffic and do so adequately. Oftentimes, however, the roads which receive peak weekend travel are secondary roads which are satisfactory for workweek travel but are pitifully inadequate during weekends. It is becoming more and more common to find roads to beaches and recreation areas clogged with cars on weekends.

Weekend roads are likely to be inadequate not only as to capacity but also as to design. Highway engineers tend to plan the same kind of roads for weekend traffic as for workweek freeways. The amount of traffic, not the purpose of travel, is the important element in highway design. Consequently, scenic spots are bypassed, turnouts are too few in number and too small in size, and entrances and exits are likely to be spaced too far apart.

States rights and Federal highways

Highway construction has traditionally been the job of the States and local governments. The Federal-Aid Highway Acts (the Interstate System) have not changed this pattern—the States still build the highways but the Federal Government pays 90 percent of the cost. Notwithstanding the fact that the Bureau of Public Roads must approve all route surveys, locations, designs, plans, and cost estimates on Federal-aid highway projects, the principal requirement for securing Federal highway money is that the State appropriate 10 percent of the total amount of funds allocated. In the words of one commentator "The interstate program is not a Federal enterprise; it is only a Federal expense."³⁴

The States, and their representatives in Congress, jealously guard the traditional "rights" of State governments in deciding where the roads shall go and who shall build them, so any proposal to remove or diminish these prerogatives would very likely be politically untenable. It might be possible, however, for the Federal Government to include some criteria on how the highways are built (aside from technical requirements) as a condition for the granting of funds. Such criteria could include requirements for the development of recreational resources along highways. Even such a minor infringement on the States' discretionary powers would probably generate violent opposition. Nevertheless, the highway-handout is of such gigantic proportions as to be well-nigh irresistible—even if it might entail a slight diminution of State autonomy.

As presently constructed, highways are designed to move freight—not people. There would be little change in route, design, or amenities if only truckers used the highways. This is not to suggest that highway planners have been unduly influenced by the trucking industry but simply to point out that highway engineers tend to think in terms of vehicles rather than people. Considering the increasing number of long passenger trips and the large amount of passenger traffic (including the high percentage of recreation travel), it is time for a reorientation in highway design and planning in recognition of the fact that the principal function of highways is to move people—not freight.

THE DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

The Department of Health, Education and Welfare is involved with many forms of recreation but does not directly administer any particular outdoor recreation program. The Department ordinarily works through some other agency to provide improved or additional recreation opportunities. [Such assistance most often takes the forms of: (1) providing consultative and technical services, including dissemination of information, to national, State, and local official and voluntary groups including accident prevention and recreation sanitation; (2) conducting research into special recreation problems; and (3) providing leadership and assistance to States and local communities in their efforts to provide adequate recreational services, facilities, and programs. Thus the Children's Bureau devotes special attention to the recreation needs of (children of) migrant parents, physically handicapped and mentally retarded children, and children in foster homes or institutions. The Office of Education provides consultative services to State and local school systems on recreation matters and works toward improving the professional competence of recreation teachers and community recreation supervisors. The Office of Vocational Rehabilitation includes planned recreational activities as part of its rehabilitation programs. The Department Committee on Aging conducts an information clearing house and provides research and consultative services to States and communities on recreation programs for elderly people.]

³³ American Association of State Highway Officials, "A Policy on Safety Rest Areas for the National System of Interstate and Defense Highways" (Washington, 1958), p. 7.

³⁴ Daniel P. Moynihan, "New Roads and Urban Chaos," "The Reporter," April 14, 1960, p. 17.

Of all HEW activities, the Public Health Service is most directly connected with outdoor recreation. It provides technical assistance in the design and operation of sewage treatment and other sanitation facilities used by the Bureau of Reclamation and the National Park Service. Many, and varied, sanitation and disease control problems of direct relevance to outdoor recreation (such as control of rabies in wild animals and mosquito control) also receive the attention of the Public Health Service. Probably of greatest significance for outdoor recreation is its water pollution abatement program. The role of the Public Health Service in pollution control will receive more detailed consideration in a following section.)

Several bills have been introduced over the years to establish a separate recreation service or bureau within the Department of HEW devoted to community recreation services. H.R. 4107, introduced in the 87th Congress, is probably fairly representative of past bills. The stated objectives of H.R. 4107 were to establish a Federal Recreation Service which:

(1) shall provide public and nonprofit private agencies with information which will assist such agencies in determining and in meeting the expanding needs of the public for wholesome recreation services, and make available to such agencies technical and advisory service concerning community recreation problems; (2) shall cooperate with other Federal agencies, with the States, and recreation groups in planning for recreation services for the people of the United States; (3) shall conduct research, studies, surveys, and appraisals with respect to public recreation services, and disseminate the results of such research, studies, surveys, and appraisals to interested public and nonprofit private agencies; (4) shall assist in training recreation personnel through institutes, workshops, conferences and any other method deemed appropriate by the Secretary of Health, Education, and Welfare; and (5) may enter into agreements or contracts with Federal or State agencies or educational or nonprofit research institutions for such services as, in the judgment of the Secretary of Health, Education, and Welfare, will promote the purposes of this act.

This bill was generally supported by the National Recreation Association, the American Recreation Society, and the American Association for Health, Physical Education and Recreation.

There has been no strong, concerted opposition to such bills, but neither has there been any really determined attempt to "push through" such a program. As a consequence, no action has resulted so far.

The Public Health Service and Water Pollution Control

In the words of President Kennedy:

Our Nation has been blessed with a bountiful supply of water; but it is not a blessing we can regard with complacency. We now use over 300

billion gallons of water a day, much of it wastefully. By 1980 we will need 600 billion gallons a day.

Pollution of our country's rivers and streams has—as a result of our rapid population and industrial growth and change—reached alarming proportions. To meet all needs—domestic, agricultural, industrial, recreational—we shall have to use and reuse the same water, maintaining quality as well as quantity. In many areas of the country we need new sources of supply—but in all areas we must protect the supplies we have.

Current corrective efforts are not adequate. This year a national total of \$350 million will be spent from all sources on municipal waste treatment works. But \$600 million of construction is required annually to keep pace with the growing rate of pollution. Industry is lagging far behind in its treatment of wastes.

For a more effective water pollution control program, I propose the following—

First, I urge enactment of legislation along the general lines of H.R. 4036 and S. 120 extending and increasing Federal financial assistance for the operation of State and interstate water pollution control agencies.

Second, I urge that this legislation increase the amount of Federal assistance to municipalities for construction of waste treatment facilities in order to stimulate water pollution construction in those cities with inadequate facilities.

Third, I urge that this legislation strengthen enforcement procedures to abate serious pollution situations of national significance.

Fourth, I propose an intensive and broadened research effort to determine the specific sources of water pollution and their adverse effects upon all water uses; the effects upon the health of people exposed to water pollution; and more effective means of preventing, controlling, or removing the contaminants—including radioactive matter—that now pollute our rivers and streams so that the water may be safely used.

Fifth, I propose the establishment of a special unit within the Public Health Service under the Department of Health, Education, and Welfare, where control measures to prevent and limit pollution of our water will be developed.^{35/}

The President's special recommendations were primarily directed toward amending the Federal Water Pollution Control Act of 1956. The purposes of the 1956 act were "... to support and aid technical research relating to the prevention and control of water pollution, and to provide Federal technical services and financial aid to State and interstate agencies and to municipalities in connection with the prevention and control of water pollution."^{36/} In furtherance of this general objective, the Surgeon General of the Public Health Service (Department of Health, Education, and Welfare) was directed, among other things, to:

1. Develop comprehensive planning programs for eliminating or reducing the pollution of interstate waters.

^{35/} John F. Kennedy, Special Message on Natural Resources to the Congress of the United States, February 23, 1961.

^{36/} Sec. 1(a) Federal Water Pollution Control Act (Public Law 660, 84th Cong.).

2. Encourage uniform State laws for water pollution control.

3. Conduct research on the causes, control, and prevention of water pollution and encourage such research by States and private agencies.

4. Assist States and interstate agencies in establishing and maintaining measures for the prevention and control of water pollution through a grant-in-aid system which provided from one-third to two-thirds of the cost of such a program with the total Federal share limited to \$3 million per year.

5. Assist States, municipalities, and other public agencies in the construction of pollutant treatment plants through a grant-in-aid fund. A grant could not exceed 30 percent of the cost of the project and the Federal Government share could not exceed \$250,000. Total Federal funds authorized for construction grants could not exceed \$50 million per year. According to Secretary Ribicoff:

The construction grants activity has been in full swing for about 4 years. During this time 2,581 projects have been approved—projects which actually remove pollution from our waterways. Federal grants of \$213 million have been made in support of \$1.2 billion worth of construction. These figures are impressive to me. They show that every Federal dollar has been met by nearly \$5 of local funds.

These projects will serve a total population of 24 million people. They will reduce the amount of pollution of some 31,000 miles of streams.

Since 1956, waste treatment construction has increased 62 percent to an average annual level of \$360 million. The sharpest increase has been in communities of less than 50,000 which have received nearly nine-tenths of the Federal aid. Construction by communities of this group has more than doubled.

The current construction program has been highly successful. However, there is need today for 5,127 municipal waste treatment works to serve 42 million persons. These facilities will cost \$2 billion.

To meet the needs we have now and those of the future will require \$600 million a year for municipal waste treatment construction.^{37/}

After extensive hearings and much revision, a bill (H.R. 6441) embodying most of the President's suggestions was passed by Congress and signed by the President on July 20, 1961. Under the new law (Public Law 87-88), research funds were raised to \$5 million per year for a 5-year period; grant-in-aid funds for assisting in the establishment and maintenance of State pollution control programs were raised from \$3 to \$5 million per year; and an aggregate of \$570 million was authorized for construction grants through the fiscal year ending June 30,

^{37/}Remarks of Secretary Abraham Ribicoff, U. S. Congress, House, "Hearings on H.R. 4036," Committee on Public Works, 87th Cong., 1st Sess., 1961, p. 324.

1967. The act strengthened and expanded Federal authority in pollution abatement enforcement by extending Federal jurisdiction from "interstate" waters to "interstate or navigable" waters, including coastal waters. The status of the water pollution control activity was upgraded by deleting references to "Surgeon General" and "Public Health Service" and substituting the words "Secretary of Health, Education, and Welfare" or "Department of Health Education, and Welfare" as applicable.

Supporters of the act included the National Association of County Officials, the United States Conference of Mayors, the AFL-CIO, the Izaak Walton League, the Wildlife Management Institute, the National Wildlife Federation, and the Sport Fishing Institute. The major provisions of the bill were generally objected to by the Farm Bureau Federation, the Chamber of Commerce of the United States, the National Association of Manufacturers, and the American Paper and Pulp Association.^{38/}

The new act retains the statement of the act of 1956 which has greatest relevance for outdoor recreation: "In the development of such comprehensive programs, due regard shall be given to the improvements which are necessary to conserve such waters for public water supplies, propagation of fish and aquatic life and wildlife, recreational purposes, and agricultural, industrial, and other legitimate uses."

One of the objections to the 1956 act had been the alleged narrow perspective of its administration by the Public Health Service. According to C. R. Gutermuth, vice president of the Wildlife Management Institute:

Pollution control must not remain a minor activity with only a medical mission. Much of the Nation's economy is predicated on abundant clean water. There is a widely held belief that the present program has been governed primarily by medical considerations. Water pollution control should not be subordinated to measles or whooping cough. Pollution abatement rates full parity with flood control...and other basic watershed programs.^{39/}

In the same vein, Congressman John D. Dingell testified:

...I think that the Public Health Service is oriented the wrong way properly to carry out this program. I think that the history of the...operation of the higher echelons of the Service has just been that they do not have the proper philosophical orientation to carry out a

^{38/}See the testimony of these organizations in U. S. Congress, House, Committee on Public Works, "Hearings on H.R. 4036," 87th Cong., 1st Sess., 1961, and Senate, Committee on Public Works, "Hearings on S. 45, S. 120, S. 325, S. 571, S. 861, S. 1475, and H.R. 6441," 87th Cong., 1st Sess., 1961.

^{39/}Remarks of C. R. Gutermuth, U. S. Congress, House, Committee on Public Works, "Hearings on H.R. 4036," 87th Cong., 1st Sess., 1961, p. 290.

program of this sort. They like a type of paper-shuffling operation where one does not stir up too much trouble in the local areas.^{40/}

This type of complaint may have prompted the President to recommend "... the establishment of a special unit within the Public Health Service... where control measures to prevent and limit pollution... will be developed."^{41/} and may have caused the deletion of all reference to the "Surgeon General" and the "Public Health Service" in the amended act of July 20, 1961.

Polluted water and outdoor recreation

The major portion of outdoor recreational activities takes place in water or adjacent thereto. Swimming, boating, water skiing, fishing, and some forms of hunting require unpolluted waters. It is also likely that most picnicking and camping takes place near water. Even hikers, bird watchers, and trail riders are likely to prefer areas close to water. All of these water-oriented recreation activities require that pollution be minimized for safety and enjoyment.

The demand for outdoor recreation opportunities has risen dramatically since World War II, and a continuation of this rising demand is anticipated into the foreseeable future. At the same time the pollution of recreational waters has increased at an alarming rate. As the demand for water-based recreation has risen, the supply has diminished because of pollution. During the period June through December 1960, the Public Health Service reported that in 36 States 6,300,000 fish had been killed by pollutants.^{42/} According to Fish and Wildlife Commissioner Arnie J. Suomela, "It is considered that the amount of fish and wildlife habitat rendered unproductive each year [through pollution] is greater than that created by public agencies in carrying out programs of fish and wildlife restoration."^{43/} Similar observations could be made with reference to swimming, boating, and other water-based recreation. In the words of Senator Frank E. Moss of Utah, "...pollution is a galloping national disease which must be met on a massive basis if we are to control it."

Problems and Possibilities

The new water pollution control act of 1961 is a "massive" attempt to control water pollution, but it is very likely too little and too late. We have already noted that the demand for outdoor

recreation is growing faster than the rate of population growth. Pollution of water because of increased industrialization and new technological processes is also growing at a faster rate than is the population. Add to these trends the increasing rate of per capita use of water and it becomes obvious that we are on the threshold of a water crisis in the United States.

Until recent years there was, in most areas of the country, sufficient "original water" so that the discharge of pollutants into rivers, lakes, and harbors did not create either a serious health hazard or a serious threat to recreational and other uses of water. As a consequence, the science of waste treatment and disposal is still in its infancy. It has a long way to go to catch up with industrial technology. There are, therefore, serious technical problems in waste disposal which need to be solved. The effects of many new "exotic" industrial wastes on human and animal life are as yet unknown. Some pathogenes and so-called "nutrient" wastes are not removed by the usual sewage disposal processes. Research in this field must be accelerated. In the words of Justus H. Fugate, Chairman of the Committee on Water Resources of the American Municipal Association, "The scientific borderline we have set up between sewage water and drinking water is a precarious one. We live on the edge of a human or mechanical failure in our water purification works that could bring pestilence upon us and the danger grows every year."

Enforcement measures against violators of water pollution laws are difficult to prosecute because oftentimes the most serious violators are also the most powerful both economically and politically.

Lack of uniformity in State antipollution laws will continue to create problems since weak pollution control laws may constitute a competitive industrial advantage. Nevertheless a high degree of uniformity is essential because water pollution is not a local problem. The movement of surface and ground waters does not respect local or State boundaries. Furthermore the increased mobility of people and the increasingly wide and rapid distribution of goods disperse the hazards of local polluted waters throughout the Nation. Those who maintain that water pollution is a local problem are living in a day that has long since passed.

As the demand for water increases, it will become increasingly necessary that more water be used more than once. Already, according to Secretary of Health, Education, and Welfare Ribicoff, the total flow of the Ohio River is used 3.7 times before it enters the Mississippi.^{44/} As more water is used more times, more hazards to health and recreation will be created and more funds will need to be expended in treating wastes or in purification plants or both. Within limits, the problem can be attacked at either end. That is, the emphasis may be concentrated on the treatment of wastes before they enter a body of water or the emphasis may be placed on the purification of water before it is used. Neither category can be altogether effective alone, but if

^{40/}Remarks of U. S. Representative John D. Dingell, *ibid.*, p. 252.

^{41/}John F. Kennedy, Special Message on Natural Resources to the Congress of the United States, February 23, 1961.

^{42/}U. S. Department of Health, Education and Welfare, Public Health Service, "Pollution-Caused Fish Kills in 1960," Public Health Service Publication No. 847, (Washington: U.S. Government Printing Office, 1961), p. 9.

^{43/}U. S. Congress, Senate, Select Committee on National Water Resources, "Water Resources Activities in the United States," Committee Print No. 18, 86th Cong., 2d Sess., p. 25.

^{44/}Remarks of Secretary Abraham Ribicoff, U. S. Congress, Committee on Public Works, House, "Hearings on H.R. 4036," 87th Cong., 1st Sess., 1961, p. 323.

the only consideration is potable water, these may be considered as alternative or interchangeable approaches to the problem.

As the costs of maintaining water quality increase, there will be increasingly intensive attempts to shift these costs to "someone else." Thus those persons and firms who require pure water but who generate a minimum of pollutants can be expected to advocate greater emphasis on the treatment of wastes before they enter the water. On the other hand, those who are responsible for the discharge of high quantities of pollutants can be expected to emphasize purification

before use. Furthermore, the latter group can be expected to place water quality into a medical frame of reference. In such a context, the only water in question becomes that which is to be consumed by humans so the emphasis (and cost) automatically shifts from pollution abatement to water purification.

The controversy over treatment at entrance versus treatment at destination ignores recreational uses of the water between the two points. Recreationists and wildlife interests should recognize that America's vanishing water-based recreation resources can only be protected by minimizing pollution at its entrance to water.

PROBLEMS AND POSSIBILITIES IN THE ADMINISTRATION OF OUTDOOR RECREATION BY THE FEDERAL GOVERNMENT

No agency-by-agency summary will be attempted in this final chapter because each of the preceding chapters has, of necessity, been a summary report. This chapter will attempt, however, to set forth some of the recurring problems and areas of uncertainty in the administration of outdoor recreation by the Federal Government and will consider some of the possibilities available for solving or alleviating them.

Both the problems identified and the solutions considered are based upon, or conditioned by, the basic premises outlined in chapter 1.

Lack of Official Recognition, Definition, and National Policy

With some few exceptions, the Federal Government has not officially recognized recreation as an activity for which it has any responsibility. No reference to recreation appears in the enabling acts of the Bureau of Land Management, Bureau of Reclamation, TVA, Bureau of Public Roads, and most other Federal agencies involved in recreational activities. Use of the national forests for recreation was recognized in the Multiple Use Act of 1960. The Flood Control Act of 1944 recognized recreational use as one of the multiple purposes to be served by Corps of Engineers reservoirs, and the Fletcher Act of 1932 amended previous River and Harbor Law to allow the corps to include recreational boating in planning navigation improvements. The Housing Act of 1961 makes reference to park and recreational purposes in its definition of open-space land. But these are exceptions to the general lack of official recognition of outdoor recreation by the Federal Government. The Bureau of Sport Fisheries and Wildlife supposedly operates to conserve fish and wildlife—not to provide a recreation resource. Similarly the appropriation act for 1962 authorizes cost-sharing benefits to farmers when the primary benefit is wildlife conservation—not recreation. Partly because of this lack of official recognition, there has been no attempt to define the term "recreation." Consequently we are spending considerable sums for recreation and tagging the expenditure for irrigation, power, flood control, road construction, timber culture, soil conservation, wildlife conservation, and the like.

So long as outdoor recreation is not officially recognized and defined, no national policy is, or will be, forthcoming. The differing policies which now exist are largely individual agency practices which may, or may not, have received congressional approval in legislation. Since there is no national policy and since recreation demands are high and going higher, there has lately been a proliferation of unrelated and uncoordinated bills which have public recreation as their principal objective even if the

word "recreation" does not appear in the bill. Because there is no general understanding or agreement as to what the role of the Federal Government is, or should be, in outdoor recreation, neither the Congress nor the Bureau of the Budget has any real basis or criteria for evaluating such bills.

It is time for the Federal Government to face up to the fact that it is already in the recreation business—too far in to withdraw—and that its recreation problems will not "go away" even if it continues to ignore them.

When it recognizes the existence of outdoor recreation, the Federal Government can then proceed to define its responsibilities and assign priorities of values. Until that time the present disjointed, unplanned, and generally chaotic situation in Federal administration of outdoor recreation can only grow worse.

Increasing Demand; Diminishing Resources

The needs of an expanding population coupled with advances in technology have accelerated the exploitation of lands for suburban developments, highways, parking lots, industrial sites, and other purposes. Drainage, navigation improvements, and pollution may be reducing recreation water resources at an even more rapid rate.

At the same time that outdoor recreation resources are rapidly diminishing, the demand for use of these resources is rapidly increasing. Throughout this study we have noted, in agency after agency, a spectacular increase in recreation visits.

All responsible predictions to date indicate a continuation of the growth experienced since World War II. According to Joseph L. Fisher, President of Resources for the Future, "It seems perfectly clear that the demand for outdoor recreation 40 years hence may increase as much as 5 or 10 times over what it is now."¹

The present available supply is inadequate now: long waiting lines, crowded campgrounds, and insufficient sanitary facilities are becoming commonplace in many areas. Unless remedial action is taken quickly, the present inadequacies in outdoor recreation will simply be compounded and multiplied. In the words of Secretary of Agriculture Freeman,

As the income, leisure time, and mobility of the average American increases, we can expect the recreational needs of these people to increase at a substantially faster rate. We must

¹Joseph L. Fisher, "Resource Policies and Administration for the Future," "Public Administration Review," Vol. XXI, No. 2 (Spring 1961), p. 76.

be prepared to meet this need for outdoor enjoyment or pay the price of neglect in terms of outdoor slums and the long-range social consequences where leisure outlets are frustrated.^{2/}

Joseph L. Fisher, quoted above, estimates that 44 million acres of land was used mainly for recreation in 1960, that 75 million acres will be required by 1980, and that 136 million acres will be necessary by the year 2000.^{3/} If we assume that this estimate is correct, it does not necessarily follow that the Federal Government should engage in a massive land acquisition program for outdoor recreation. The private sector of the economy can be expected to continue to supply a considerable portion of the land desired for outdoor recreation. Furthermore, governments at all levels already own substantial land areas some of which could be converted to recreational use. The Bureau of Land Management, Forest Service, National Park Service, and Bureau of Sport Fisheries and Wildlife all own substantial amounts of land that might be used for recreational purposes. Lesser, but still substantial, acreage is owned or managed by the Department of Defense in military reservations, the Corps of Engineers, Bureau of Reclamation, TVA, Bureau of Indian Affairs, and the General Services Administration.

Bureau of Land Management properties hold great promise for future recreation development. The Forest Service is now the second largest supplier of outdoor recreation of the Federal agencies, but its recreation potential is still far from realized. A considerable area of nonscenic and nonunique lands to the national parks could be developed for the more common "garden variety" of recreation as a complement to its "showcase" and "museum piece" areas. Campgrounds could, for example, be established in the lodgepole pines of Yellowstone Park to protect other really unique and scenic areas of the park. Wildlife refuges can supply a most interesting and unusual recreational experience if staff and facilities are provided.

State and local governments also already own considerable areas which could be used for recreational purposes.

It would appear that the total land and water area which could be made available for outdoor recreation is more than sufficient to meet the demand in the foreseeable future. Unfortunately, we are not dealing in total quantities. Much of the Federal land is located in the sparsely-populated West. Much State land is owned in the more remote and inaccessible sections of the individual States. Similarly, but to a lesser degree, lands owned by local governments may not be located advantageously for recreational purposes. Possibly of greater importance than location is the competition of other uses coupled with the fact that much of the land which once had recreation potential has been preempted for other purposes. Some of these other uses destroy the recreation potential or make conversion to recreation financially impractical. Where population is most concentrated,

and where the demand for outdoor recreation is greatest, the competition of other uses is also likely to be most intense.

Notwithstanding the problems of location and the competition of other uses, there is much that can be done by the Federal Government to provide outdoor recreation opportunities for the American people. Most of these possibilities do not require the acquisition of additional lands. Most of them do involve the expenditure of additional funds which should, in some manner, be supplied by the recreationists themselves. Most of them require more attention to planning, research, and intergovernmental coordination than has existed in the past.

Some of the methods available for expanding or increasing the capacity of the Nation's outdoor recreation resources are listed below:

1. The acquisition by the Federal Government of the few remaining recreational sites of national significance.

2. The acquisition and development of shorelines for outdoor recreation—not only on the oceans and lakes but also on river shorelines. Responsibility for most shoreline development should be assumed by State and local governments, since most such sites will be of principal benefit to local people.

3. Zoning and development of flood plains in urban areas for outdoor recreation.

4. Development of additional small-boat harbors—especially on the gulf, Great Lakes, and Pacific coasts.

5. State and local governments can be encouraged to assume greater responsibility for outdoor recreation through loans and grants-in-aid and through long-term leases, minimum price purchases and gifts of Federal properties. However, any such arrangements must require a real and substantial contribution from State or local governments to prevent outdoor recreation from becoming a boondoggling grab-bag.

6. Expansion and extension of the "open space" provisions of the Federal Housing Act of 1961 with a continued emphasis on local and regional planning.

7. Continuation and increasing emphasis on the need to consider fish and wildlife values in the design and routing of roads and highways.

8. The development of scenic turnouts, campgrounds, picnic areas, and other facilities at scenic points along the Nation's highways.

9. The development of a more aggressive program to encourage private landowners to manage their properties in such a manner as to increase the wildlife resource and to develop ways and means of bringing about better rapport between sportsmen and landowners.

10. Continuation of the cost-sharing payments to farmers for plantings and practices of primary benefit to wildlife.

11. Recognition of the recreation values of Bureau of Sport Fisheries and Wildlife refuges plus the appropriation of sufficient funds to provide adequate visitor facilities and services.

12. Recognition of the recreation use and potential of Bureau of Reclamation reservoirs and the appropriation of sufficient funds to provide adequate visitor facilities and services.

^{2/}Remarks of Orville L. Freeman to the National Association of Television and Radio Farm Directors, July 10, 1961.

^{3/}Fisher, *op. cit.*

13. Completion of the inventory and classification of the public domain administered by the Bureau of Land Management, the recognition of the recreation potential of these lands, and the appropriation of funds for their development.

14. Inventory of Indian lands to identify areas with real recreation potential and a substantial increase in the revolving loan fund to facilitate their development.

15. Improvement and extension of water pollution abatement measures to automatically add very significant quantities of recreation opportunities and prevent the spoilation of present water resources.

16. Provision for real and actual access to Federal water impoundments and those constructed under Federal license plus the development of measures to insure public access to the small watershed projects of the Soil Conservation Service.

17. The development of fee schedules sufficient to pay a substantial part of the cost of visitor facilities and services including original costs allocated to recreation. Until this is done, it is unlikely that congressional appropriations will ever be adequate.

18. The expenditure of funds to develop and enlarge man-made facilities in recreation areas. The present overcrowding of some recreation areas is frequently an overcrowding of man-made facilities—not necessarily an overuse or overcrowding of the prime resource. Thus complaints are likely to be most common with reference to parking space, camping sites, sanitary facilities, food, lodging, and service. While expansions or additions to facilities or service will require additional funds—they will not necessarily involve additions to land or water.

19. Expansion of the research activities of all the agencies involved with outdoor recreation to materially increase recreation capacity with minimum cost. Specific areas in which such research would be valuable are considered in a subsequent section of this chapter.

20. Increased attention to managerial efficiency in recreation administration. If benefits are to be maximized, recreation must be managed as efficiently as any other activity. Better management can provide more recreation from existing resources.

21. Greater emphasis on education and interpretive activities would add to the enjoyment of the resources and thus, in effect, add to the resource base. With the exception of the National Park Service, this opportunity for enhancing the value of outdoor recreation has been given little attention by Federal agencies.

22. Better coordination among agencies to expand recreation resources and to realize greater recreation value per dollar of Government expenditures. Interagency coordination committees, without authority to act, cannot provide this coordinating effort. They are valuable as forums for the exchange of information and ideas, but they cannot properly perform a coordinating function. This matter will be considered in more detail in a subsequent section of this chapter.

None of the measures and methods outlined above would remove any significant amount of land from agricultural or industrial use. Our resources are adequate. If our public policies are also adequate,

there need be no shortage of outdoor recreation opportunities in 1976 or in 2000.

Problems in Financing Outdoor Recreation

Concessions and concessionaires

Most Federal resource-managing agencies grant concessions for what are considered to be commercial-type enterprises. Such concessions must ordinarily conform to agency standards of construction, rates, and levels of service. Concessionaires usually pay a flat rental fee plus a percentage of the gross receipts for the privilege of doing business. When a Federal agency transfers properties to a State or local agency on a long-term lease, or in fee, the second party ordinarily administers the granting of concessions and their supervision.

The public frequently complains that prices are too high, that service is poor, and that facilities are inadequate. Concessionaires often complain about the restrictions imposed by agency regulations and resultant low profits. Congressional committees are apt to complain that returns to the Treasury from concessionaire's fees are too low.

There is no simple or single solution to this problem because each concession is somewhat unique and, in effect, constitutes a separate problem. Possibly all complainants might be better satisfied if more emphasis were placed on helping concessionaires to better manage their individual enterprises. This is to suggest that the managing agencies shift their role from that of policeman and auditor to assistant and partner.

Cost allocation

As long as recreation is not recognized as a purpose of Federal expenditures, facilities will continue to be inadequate, but those facilities which are provided will be paid for by other taxpaying or consumer groups. Thus a reservoir created for power and irrigation will be paid for by the users of electricity and irrigation water while the recreationists will get a "free ride." In multiple-purpose projects the tendency is to shift recreation costs to the most vulnerable source or the source from which funds may be least painfully extracted. In water projects, this ordinarily means the allocation of recreation costs to flood control, but the same principle applies to other Government enterprises.

Until recently this method, or lack of method, may have appeared to be desirable from the point of view of all parties immediately concerned: the recreationists "got in free" and the "primary" users had no responsibility for adjusting their methods to accommodate the recreationists. Today, however, the number of recreationists has grown to such an extent that they will demand, and eventually receive, additional facilities and amenities, consideration in construction planning, and consideration in the management of water projects, forests, and other Federal enterprises. When this happens, other taxpayer and consumer groups will rebel and insist that recreation pay its own way. This means that some methods

must be devised for allocating costs of acquisition, construction, and operation to recreation.

It is frequently alleged that monetary values cannot be assigned to recreational experiences. Statements such as "you can't put a dollar sign on the thrill that comes from landing a whopper" are common. Probably these sentiments are generally correct, but private fishing grounds do exist where persons pay a fee for the privilege of fishing. So while there may be general agreement that some experiences cannot be evaluated in monetary terms, they ordinarily require that some expense be incurred or that some other satisfactions be foregone. It should therefore be possible to develop a method for assigning monetary values to recreation—especially since all parties concerned may now be ready to concede that recreation should pay its own way or a substantial portion thereof. It must be recognized, however, that the development of such a formula or method will not be simply an exercise in mathematical theory because the formula used will decide "Who gets what, when, and how" and who pays for it.

User fees and reimbursements

As recreational costs and appropriations continue to increase, the question of user fees and reimbursement must inevitably arise. The House Appropriations Committee has recently inquired into fee and concession policies and practices of the National Park Service, Forest Service, Bureau of Reclamation, and Corps of Engineers. The Committee is likely to become increasingly interested as appropriations requests continue to grow.

There is probably little opposition to the general proposition that the taxpayers at large and special consumer groups should not be asked to "pay the freight" for the recreationists. At the same time, the public cannot be denied access to its own property. The question of who should pay, and how much, can only be resolved by a consideration of kind, frequency, and duration of use. While it is true that lumbermen have a right of access to national forests, few people would suggest that this right of access also entails the right to cut timber without charge.

The problem then is not whether recreationists should pay for the use of Federal facilities but the kind and amounts of such charges and the manner in which they should be collected. The agencies would probably prefer the imposition of an excise tax on sporting goods, boats, camping equipment, motorboat fuel, and similar items. Such a method of collecting recreation charges would relieve them altogether from the duty of making collections. However, such a tax system would penalize the buyer who did not use his equipment on Federal properties and who would consequently receive little or no benefit from the proceeds of the tax. We might note, parenthetically, that the practice of using motorboat fuel taxes for highway construction is a sore point among boaters. The second choice of the administering agencies would be a uniform license, stamp, or windshield sticker available for sale in post offices and other government offices. The agencies would still be excused from making collections but they would have the duty of policing. Both these methods would be simple and

fairly inexpensive to administer, but they would discriminate against the casual, occasional user in favor of the frequent and long-term user. Varying fees for different kinds of use and collected on a daily basis would be most equitable—but most expensive to collect. The latter system may be practical only for developed facilities such as ski lifts, marinas, developed campgrounds, and the like. The criteria for the development of a fee system should include the elements of consistency, equity, and minimum collection costs. These are admittedly difficult elements to combine.

At present, recreation fees for the use of Federal properties are generally low or nonexistent. As frequently reiterated in this report, low or nonexistent fees provide the recreationist with a "free-ride" at the expense of the general taxpayer or at the expense of another using group. However, it is not the recreationists who are mainly responsible for this situation. The administering agencies have generally been disinclined to impose fees or to raise existing fees because of the additional administrative burden involved or because of the fear of a reduction in number of visitors. The "primary" users of Federal properties have sometimes preferred to keep recreation fees low or nonexistent if by so doing they could eliminate recreation considerations in the management of the properties. Finally, and probably of greatest importance, is the fact that States and local communities, with a primary dependence on tourism incident to recreational use of Federal properties, have resisted fee increases because of a fear of diminished traffic and consequent diminished income therefrom.

From the point of view of recreationists generally, fee increases, within reason, should be desirable because such financial contributions would give them greater influence in the management of the properties used and should result in expanded and improved recreational facilities and services.

Problems of Public Access

It is not considered necessary to defend the concept that the public has right of access to resources created with public funds or to the property which it owns. Neither is it thought necessary to defend the idea that the public is entitled to capture the incremental values created by public expenditure on adjacent properties. There can be little argument on these basic principles.

Public access does not automatically come about, however, by the removal of prohibitions against public use. Public access can be assured only when positive measures are taken to facilitate access. In reality, the public does not have access to public recreation resources unless sufficient access roads, parking spaces, camping areas, water, and sanitary facilities are provided. Using this definition, some Federal agencies do not now provide adequate public access to recreation resources owned or created by the public. The outdoor recreation opportunities of the Nation could be very substantially increased by providing adequate access to these existing resources.

The present policy of restricting land acquisition to a narrow 300-foot strip around Federal reservoirs

not only creates unnecessary technical and administrative problems, but it also severely limits public use of the areas adjacent to the reservoirs for recreation. In the process private landowners may be enabled to realize windfall profits because of the expenditure of public funds in constructing an adjacent reservoir. This unrealistic and inequitable policy should clearly be jettisoned in favor of one which would allow the constructing agency to acquire lands in accordance with sound real-estate practices and at the same time protect the public interest in securing adjacent lands particularly suited to recreational development.

Access to farm ponds, developed by the Department of Agriculture is controlled by the private landowner even though part of the construction costs were borne by the Government. Consideration should be given to the formulation of measures which would induce or encourage farmers to open the more desirable ponds for public use.

Small watershed impoundments under Public Law 566 will provide increasing amounts of water-based recreation as the number of reservoirs increases. However, the full recreational potential of these reservoirs will not be realized until the statute is amended to guarantee public access.

As previously noted, actual access is dependent in large part on the existence of roads and parking spaces. If the anticipated future demand for outdoor recreation is to be satisfied, it will be necessary to construct additional, or improved, roads and parking lots around most of the existing Federal water projects and also in the national forests, public domain, and possibly in some national parks.

Private Recreation on Public Lands

The Forest Service, TVA, and Bureau of Land Management all allow construction of private recreational residences on leased or purchased property within the boundaries of Federal lands. Spurious mining claims are being increasingly used as a subterfuge for acquiring use of Federal properties for summer homes, hunting lodges, and the like. Oftentimes these private residential tracts are located in the areas most attractive for the development of public recreation. A basic policy decision is needed as to whether such sites should be made available for private occupancy or retained for public use. If private recreational residences are to be permitted, clear-cut guidelines must be established as a basis for determining which properties are to be released for private occupancy and which are to be withheld for public use. This is a matter of considerable urgency especially on public domain lands because the most desirable sites are being rapidly taken up as private residences.

The problem of private versus public recreation can be expected to grow in seriousness not only on Federal properties but on privately owned lands as well. C. W. Loomer describes a Wisconsin situation thus:

The lakes of the State are public waters, yet on some 1,700 lakes the shoreline is entirely in private ownership and the public is effectively denied use of the water. The public clamor for

opening the private lakes comes from the growing popularity of water sports and the increasing number of water users who range over wide areas in search of recreational outlets. The opposition comes primarily from local property owners who point out, with some justification, that heavy use, particularly on smaller lakes, tends to destroy the values for which lake properties have been bought and developed, and on which property taxes are based.⁴

A related problem occurs with reference to enclaves of private property in the national forests and on the public domain. The original owners of these properties ordinarily acquired title before the surrounding lands were withdrawn for public use. The presence of these islands of private property within a tract of public lands complicates planning and management. Present land exchange programs will need to be accelerated if most effective management of public lands is to be realized.

The Roadblocks of Professionalization and Specialization

Outdoor recreation has so far suffered from the professional orientation of resource managers and other specialists outside the field of recreation. Policies and practices of the Federal agencies concerned with recreation have been largely determined by biologists, highway and construction engineers, foresters, range management specialists, and agronomists. Considering the professional orientation of these persons and the social myopia that ordinarily accompanies specialization, they have probably been more successful in providing recreational opportunities than could have been expected. But if recreation is to become more efficiently managed so as to maximize the potential of our resources, it will be necessary that personnel be found or developed who are trained and oriented toward recreation management.

Deficiencies in Recreation Research

All of the agencies considered in this report have, in varying degrees, carried on research activities with reference to outdoor recreation. Privately supported conservation and sportsmen's organizations and some universities and colleges have also been involved in recreation research. But even those agencies and organizations which have devoted most time and attention to research would agree that additional and accelerated research effort is needed.

Planned, systematic, and coordinated research should pay handsome dividends in providing alternatives for action; in expanding the capacity of the Nation's recreational resources; in improving the quality as well as the quantity of recreation experiences; and in maximizing recreation opportunities per dollar of investment.

Some of the research needs which have become apparent through this report are listed below. This list is suggestive only—it is not intended to be a

⁴C. W. Loomer, "Uses of Rural Land and Water," "Journal of Farm Economics," Vol. XL, No. 5, December 1958, p. 1334.

complete or comprehensive listing. However, each item is a general heading under which several specific subjects could be enumerated.

1. Ecological studies.
2. The effects of insecticides on humans, domestic animals, and wildlife.
3. Control of predators.
4. Wildlife nutrition studies.
5. Wildlife disease studies.
6. Water pollution abatement.
7. Inventory of Federal properties with reference to in-use and potential recreation sites.
8. Planning and design studies for the sites so identified.
9. The development of more sophisticated methods of analysis to determine:
 - a. Valuation of different kinds of recreation at different sites.
 - b. Allocation of costs to recreation.
10. The development of more satisfactory fee schedules for recreational use of Federal properties.
11. Aids to concessionaires.
12. Impact studies to measure and evaluate the effects of large-scale recreation enterprises on individual States and communities.
13. The commercial recreation industry with reference to federally owned or managed resources.
14. Consumer preference and demand studies as applied to specific resources or classes of resources or even with reference to particular sites.
15. Evaluations of the effects of constructing particular facilities, e.g., roads, parking lots, camping sites, and the like.
16. Detailed statistical data of almost every sort but including kind, location, and intensity of recreational use of Federal properties.
17. Feasibility studies on the use of economic incentives to expand public recreational use of private lands.
18. Legal and economic studies to devise means of opening public waters to public use which is now denied by private ownership of riparian properties.
19. Exploratory studies to prevent future conflicts in recreation use and to ameliorate such conflicts where they now exist.
20. Management studies to improve the efficiency and effectiveness of outdoor recreation administration.

A further overall need in recreation research is the creation of a research planning and coordinating body to act as a recreation research clearing house; to identify specific research needs; to prevent overlap and duplication of research; and possibly to determine priorities in research needs.

The Role of the Federal Government vis-a-vis the States and Local Governments

There must be few activities in which the relationships between Federal, State, and local governments are as closely intertwined as in outdoor recreation. The Agricultural Stabilization and Conservation Service and the Soil Conservation Service work through

soil conservation districts and other instruments of State and county governments to encourage the establishment of farm ponds and of agricultural plantings and practices of primary benefit to wildlife. The Soil Conservation Service, in its small watershed program, operates through local organizations—which may include State agencies. The Forest Service coordinates its work in fire control and insect eradication with State forestry or conservation agencies. The national forests also provide game habitat but bag limits, hunting seasons, and the like are determined by the States. The Bureau of Sport Fisheries and Wildlife administers the Dingell-Johnson and Pittman-Robertson Acts which provide grant-in-aid funds to the States for improving and restoring sport fish and wildlife. Fish hatcheries and wildlife refuges are, in one sense, services to the States because the States are assumed to have responsibility for the management of fish and game except for migratory birds. The Bureau of Land Management may lease or sell lands classified for recreational purposes to State and local governments. As with the Forest Service, the lands administered by BLM support a considerable quantity of wildlife which is managed by the States. Furthermore, wildlife interests are represented on the highly influential grazing district and State advisory boards.

A considerable portion of the recreation resources created by Corps of Engineers, TVA, and Bureau of Reclamation impoundments are managed by State and local governments.

The Bureau of Public Roads administers the tremendous grant-in-aid programs for the construction of highways by the States. The Coast Guard works through State governments to secure uniformity in boat numbering systems and to improve boating safety. The National Park Service provides planning assistance to States on park and recreation matters.

Surplus Federal properties are made available to State and local governments for park and recreation purposes by the General Services Administration at 50 percent of market price. Surplus properties valuable for wildlife habitat may be transferred to State governments without monetary consideration.

The Public Health Service provides financial assistance to State and local governments for water pollution abatement. The Housing and Home Finance Agency aids local outdoor recreation through various programs including its urban planning grants and the recently adopted "open space" provisions of the Housing Act of 1961.

Since most recreation is of a local nature, it seems logical to suggest that State and local governments should assume responsibility for most recreational activities including those on Federal properties. TVA and the Corps of Engineers have apparently been successful in shifting recreation responsibility to local agencies. On the other hand, the National Park Service and the Forest Service have been just as successful in managing recreation on a national basis. The Bureau of Reclamation has attempted to shift recreation responsibility to local agencies but has been only partially successful mainly because it has not been authorized to expend sufficient funds on recreation facilities to attract local government participation or to insure adequate development of the

sites that have been transferred to such local governments. It appears that either system can succeed if something more than basic facilities exist when State or local governments assume responsibility.

Assumption of recreation management by a local government relieves the Federal agency of that duty, but it complicates the management of the project or area by adding one more agency whose views and objectives must be considered and taken into account. State fish and game laws and State responsibility for highway construction further increase the complexity of recreation management and the need for Federal-State-local coordination.

State and local governments have been reluctant to acquire lands for recreation purposes unless such properties come to them as gifts or at token purchase prices. Local interests often oppose the creation of recreation areas in their locality, and their influence may be considerable in city councils and State legislatures.

In oversimplified terms, the present role of the Federal Government in outdoor recreation is assumed to be:

1. The management of national forests, public domain, wildlife refuges, military reservations, national parks and monuments, national recreation areas, and lands held in trust for Indians.

2. The encouragement of soil and water conservation practices to maintain and improve the resource base.

3. The exercise of leadership in research, innovation, and planning.

4. The setting of standards, securing their acceptance, and enforcing them.

5. The coordination of the many Federal, State, and local outdoor recreation programs.

6. The determination of priorities through congressional appropriations and other incentives and sanctions.

7. The encouragement of State and local governments to assume a more active role in providing recreation opportunities for their people.

Regardless of the theoretical validity of proposals to redelineate Federal, State, and local responsibilities in outdoor recreation, it seems unlikely that any drastic changes in organization or responsibility will occur in the near future. If this be true, proposals to enlarge and improve the outdoor recreation opportunities of the American people through Federal action should be oriented toward improving the effectiveness of the Federal Government within the context of its assumed present role.

Conflicts Among Resource Users

Most land and water areas can accommodate two or more uses, but in the process of such accommodation each using group may suffer some inconvenience, additional expense, or diminished satisfactions. While it is very likely true that, in most situations, the total productivity of a given area can be increased through a multiplicity of uses, it does not necessarily follow that each of the users will realize increased benefits. In some situations, possibly in most, exclusive single use will provide greatest benefits for that particular using group. Consequently, each

specialized using group tends to prefer exclusive use privileges as administered by a single-purpose agency. When resources are managed according to the multiple-use concept, each of the using groups will attempt to become the dominant or priority user of the resource.

The multiple-use question has been confused by the mass of discussion about compatibility of uses rather than compatibility of users. There is no doubt that many uses, properly managed, may not be incompatible, but the same compatibility does not exist among users. The question of proper administration of wilderness areas and the controversy over preservation versus use are manifestations of the conflict among competing users.

Multiple use gives the administering agency needed flexibility from one point of view and constitutes a blank check from another standpoint. Single-purpose use provides greater assurance that a particular resource or activity will be protected, but it limits administrative flexibility, lowers the horizon of administrators, and may reduce the total productive yield of the area. Most importantly, multiple use provides an arena for the reconciliation of disputes among competing users while single-purpose use theoretically transfers the arena of conflict to the Congress. Most frequently, however, Congress does not reconcile or settle the dispute. Because of weak political parties, strong interest groups, area representation in Congress, and the committee system, there is actually a whole series of "little congresses." Each of these little specialized congresses tends to represent a particular area or interest group and is closely allied with the administrative agency that ministers to that particular area or group. Except for details of operation, the interest group, the single-purpose administering agency, and the specialized little congress will all have the same views. Disinterested or neutral Congressmen will ordinarily not risk antagonizing their colleagues on an issue of minor importance to them, so they tend to support all these separate and contending monopolitical groups. This situation explains, in part, the spectacle of contradictory and conflicting government programs and the apparent lack of coordination among Federal agencies.

Recreationists are large in total numbers but, with the exception of the sportsmen's organizations, they are, as yet, too fragmented and unorganized to constitute an effective interest group. As they become more self-conscious and better organized they, will very likely become extremely influential. Outdoor recreation is assumed to be in the public interest and is festooned with time-honored shibboleths high on the scale of American values. These factors conspire to create a climate which only awaits effective organization to satisfy its objectives. Recreation activities can therefore be expected to offer numerous opportunities for pork-barrel politics and, in many situations, will tend to become the dominant or priority use for these resources.

Lack of Coordination in Planning and Practice

Because recreational use of Federal facilities has grown so rapidly, because recreation has not been

recognized or defined and hence has little status, because it ordinarily takes place along with, or as a consequence of, some other activity, and because it usually is subject to State and local influences, there has been little coordination in its administration. Since it operates through a complex web of legislative and administrative arrangements, through many agencies, at all levels of government, and since it is influenced by a myriad of extraneous factors, proper coordination is extremely difficult.

To further complicate an already confused situation are the differing allegiances and objectives of the various agencies and their supporting clientele groups.

Lack of coordination results in waste and duplication, but, more importantly, it prevents or postpones the accomplishment of public objectives.

No panacea is offered for the alleviation of this problem but a general observation may be ventured.

The ideal method for accomplishing coordinated effort is to so organize that the process of coordination will take place automatically. Admittedly, this ideal is impossible of accomplishment, but further progress in that direction is possible. In the case of outdoor recreation, there are oftentimes several Federal agencies plus State and local agencies all engaged in administering what is essentially a single resource. In such a situation, there are really only two alternatives—complete reorganization or the addition of a separate coordinating body.

When agencies have been in existence for any considerable period, a real reorganization is extremely difficult to accomplish in a democratic society because of the political institutions and relationships which surround and support each agency. The establishment of a separate coordinating agency would thus appear to be the only remaining alternative.

THE ADVISORY COUNCIL

The act establishing the Commission provided for an Advisory Council consisting of Federal liaison officers from agencies having a responsibility for outdoor recreation and 25 other members representative of various major geographical areas and citizen interest groups. The following persons served on the Council.

FEDERAL LIAISON MEMBERS

Department of the Treasury
A. Gilmore Flues
Assistant Secretary

Department of Defense
Carlisle P. Runge
Assistant Secretary

Department of Justice
Robert F. Kennedy
Attorney General

Department of the Interior
Stewart L. Udall
Secretary of the Interior

Department of Agriculture
Orville L. Freeman
Secretary of Agriculture

Department of Commerce
Edward Gudeman
Under Secretary

Department of Labor
Jerry R. Holleman
Assistant Secretary

Department of Health, Education,
and Welfare
Ivan A. Nestingen
Under Secretary

Federal Power Commission
Howard Morgan
Commissioner

Housing and Home Finance Agency
Milton Davis
Office of Program Policy

Interstate Commerce Commission
Bernard F. Schmid
Managing Director

Small Business Administration
John J. Hurley
*Special Assistant to the
Administrator*

Smithsonian Institution
Albert C. Smith
*Director
Museum of Natural History*

Tennessee Valley Authority
Robert M. Howes
*Director
Division of Reservoir Properties*

Veterans Administration
W. J. Driver
Deputy Administrator

OTHER MEMBERS

Horace M. Albright
*Director-Consultant
U.S. Borax & Chemical Association
New York, New York*

A. D. Aldrich
*Director
Game and Fresh Water Fish
Commission
Tallahassee, Florida*

Harvey O. Banks
*Water Resources Consultant
San Francisco, California*

Andrew J. Biemiller
*Director
Department of Legislation, AFL-CIO
Washington, D.C.*

James Lee Bossemeyer
Executive Director
National Assn of Travel Organizations
Washington, D.C.

Harvey Broome
President
The Wilderness Society
Knoxville, Tennessee

A. D. Brownfield, Sr.
American National Cattlemen's Assn
Deming, New Mexico

Erwin D. Canham
Editor
Christian Science Monitor
Boston, Massachusetts

Kenneth Chorley
Chairman
Executive and Finance Committees
Colonial Williamsburg
New York, New York

Mrs. Harold Christensen
Chairman
Conservation Department
General Federation of Women's Clubs
Springville, Utah

LeRoy Collins
President
National Association of Broadcasters
Washington, D.C.

Kenneth R. Cougill
Director
Division of State Parks
Indiana Department of Conservation
Indianapolis, Indiana

David L. Francis
President
Princess Coals, Inc.
Huntington, West Virginia

Ira N. Gabrielson
President
Wildlife Management Institute
Washington, D.C.

Pat Griffin
President
Pat Griffin Company
Fort Collins, Colorado

Luther Gulick
President
Institute of Public Administration
New York, New York

Charles E. Jackson
General Manager
National Fisheries Institute, Inc.
Washington, D.C.

Joseph E. McCaffrey
Vice President
International Paper Company
Mobile, Alabama

Dwight F. Metzler
Director
Division of Sanitation
Kansas State Board of Health
Topeka, Kansas

DeWitt Nelson
Director
Department of Conservation
State of California
Sacramento, California

Lloyd E. Partain
Manager
Trade and Industry Relations
The Curtis Publishing Company
Philadelphia, Pennsylvania

Joseph Prendergast
Executive Director
National Recreation Association
New York, New York

T. J. Rouner
Vice President
New England Power Company
Boston, Massachusetts

David A. Shepard
Executive Vice President
Standard Oil Company of New Jersey
New York, New York

Gilbert F. White
Chairman of the Department of
Geography
The University of Chicago
Chicago, Illinois

FORMER MEMBERS

(Titles indicate affiliation at time of membership on Council)

Bertha S. Adkins
Under Secretary
Department of Health, Education, and
Welfare

Elmer F. Bennett
Under Secretary
Department of the Interior

Newell Brown
Assistant Secretary
Department of Labor

Ward Duffy (deceased)
Editor
Hartford Times
Hartford, Connecticut

Charles C. Finucane
Assistant Secretary
Department of Defense

Clyde C. Hall
National Science Foundation

Flora Y. Hatcher
Assistant to the Administrator
Housing and Home Finance Agency

Marion F. Hetherington
Deputy Chief
Federal Power Commission

Mrs. Oveta Culp Hobby
President
The Houston Post
Houston, Texas

Robert C. Jones
Assistant to the Administrator
Small Business Administration

James M. Mitchell
Associate Director
National Science Foundation

Bradford Morne
Deputy Administrator
Veterans Administration

Perry W. Morton
Assistant Attorney General
Lands Division
Department of Justice

Carl F. Oechsle
Assistant Secretary
Department of Commerce

E. L. Peterson
Assistant Secretary
Department of Agriculture

Matthew A. Reese, Jr.
Special Assistant to the Administrator
Small Business Administration

Frederick Stueck (deceased)
Commissioner
Federal Power Commission

THE STATE CONTACT OFFICERS

At the request of the Commission, the Governors of the 50 States, Puerto Rico, and the Virgin Islands appointed contact officers to provide an orderly and effective means of cooperation. The following are the persons who served in this capacity during the work of the Commission. In cases where more than one contact officer is listed, the first is the one serving at the time of publication of this report.

Alabama

Roy Marcato
Director
Department of Publicity and
Information

Alaska

Phil Holdsworth
Commissioner
Department of Natural Resources

Arizona

Governor Paul Fannin
Represented by Dennis McCarthy
State Parks Director
Arizona State Parks Board

Arkansas

Ted Woods
Executive Director
Publicity and Parks Commission

California

DeWitt Nelson
Director
Department of Conservation

Colorado

George O'Malley, Jr.
Director
State Park and Recreation Board
Harold W. Lathrop (deceased)
Director
Colorado State Park and
Recreation Board

Connecticut

Donald C. Mathews
Director
Connecticut State Park and
Forest Commission

Delaware

Norman G. Wilder
Director of Conservation
Board of Game and
Fish Commissioners

Florida

James H. Sayes
Manager
Recreation Department
Florida Development Commission

Georgia

Henry D. Struble
Assistant to the Director
Georgia Department of State Parks

Hawaii

Robert C. Dunlap
Director of State Parks
Department of Land and
Natural Resources
Wayne Collins
Director of Agriculture and
Conservation
C. Eric Reppun
President
Board of Agriculture and Forestry

Idaho

J. W. Emmert
Park Consultant
(Former Superintendent of Parks)

Illinois

William T. Lodge
Director
Department of Conservation

Glen D. Palmer
Director
Department of Conservation

Indiana

Kenneth Kunkel
Director
Department of Conservation

Kenneth R. Cougill
Director
Division of State Parks

Kenneth Marlin
Director
Department of Conservation

Iowa

Robert E. Beebe
Member
Iowa Conservation Commission

George V. Jeck
Chairman
Iowa Conservation Commission

Kansas

Lynn Burris, Jr.
Director
State Park and Resources Authority

Alvin F. Grauerholz
Chairman
Governor's Advisory Board

Kentucky

Edward V. Fox
Commissioner of Parks

Paul Gannon
Commissioner of Conservation

Louisiana

I. W. Patterson
Executive Director
Department of Commerce and Industry

Curt Siegelin
Executive Director
Department of Commerce and Industry

Maine

Lawrence Stuart
Director of State Parks
State Park Commission

Maryland

Joseph F. Kaylor
Director
State Department of Forests and Parks

Massachusetts

Charles H. Foster
Commissioner
Department of Natural Resources

Michigan

Clifford Ketcham
Secretary
Michigan Conservation Commission
Department of Conservation

Minnesota

Clarence Prout
Commissioner
Department of Conservation

George A. Selke
Commissioner
Department of Conservation

Mississippi

John P. Camp, Jr.
Executive Director
Mississippi Game and Fish Commission

Rex McRaney
Executive Director
Mississippi Game and Fish
Commission

Missouri

Joseph Jaeger, Jr.
Director of Parks
Missouri State Park Board

Montana

Robert F. Cooney
Chief, Game Management Division
Department of Fish and Game

Nebraska

Melvin O. Steen
Director
Nebraska's Game, Forestation and
Parks Commission

Nevada

William J. Hart
Director
State Park Commission

New Hampshire

Maurice J. Murphy, Jr.
Attorney General

New Jersey

H. Mat Adams
Commissioner
Department of Conservation and
Economic Development

Salvatore A. Bontempo
Commissioner
Department of Conservation and
Economic Development

New Mexico

Eastburn R. Smith
Superintendent
State Park Commission

Joe M. Clark
Superintendent
State Park Commission

New York

Harold G. Wilm
Commissioner of Conservation

North Carolina

Thomas C. Ellis
Superintendent of State Parks
Department of Conservation and
Development

Thomas W. Morse
Superintendent of State Parks
Department of Conservation and
Development

Colonel Harry E. Brown
Director
Department of Water Resources

North Dakota

Russell W. Stuart
Commissioner
North Dakota Game and Fish
Department

I. G. Bue
Commissioner
North Dakota Game and Fish
Department

Ohio

Herbert B. Eagon
Director
Department of Natural Resources

Oklahoma

John Hannah
Oklahoma Planning and Resources
Board

Oregon

Dan P. Allen
Executive Secretary
Oregon Committee on Natural
Resources

Pennsylvania

Maurice K. Goddard
Secretary
Department of Forests and Waters

Puerto Rico

Julio Enrique Monagas
Administrator
Parks and Recreation
Administration

Rhode Island

Henry C. Gagnon
Administrative Chief
Rhode Island Development
Council

South Carolina

Gordon H. Brown
Chief of Education
South Carolina Wildlife Resources
Commission

South Dakota

Walter Fillmore
Director
Department of Game, Fish and
Parks

Harry R. Woodward
Director
Department of Game, Fish and
Parks

Tennessee

Linzy Albert
Division of Finance and
Administration
Tennessee State Planning
Commission

Louis F. Twardzik
Parks and Recreation Division
Department of Conservation

Texas

Maurice E. Turner
Chairman
Texas State Parks Board

Utah

Aldin O. Hayward
Director
State Park and Recreation
Commission

Wilford L. Hansen
Director
State Park and Recreation
Commission

Chester J. Olsen
Director
State Park and Recreation
Commission

Vermont

Perry H. Merrill
Director
Department of Forests and Parks

Virgin Islands

Louis E. Brown
Commissioner of Agriculture and
Labor

Virginia

M. M. Sutherland
Director
Department of Conservation
and Economic Development

Washington

George Prescott
Tourist Promotion Division
Department of Commerce and
Economic Development

West Virginia

Warden M. Lane
Director
West Virginia Conservation
Commission

Wisconsin

David Carley
Director
Department of Resource
Development

Wyoming

Harold Odde
Secretary
State Parks Commission

Kenneth W. Larkin
Commissioner
State Parks Commission

ORRRC STUDY REPORTS

Page counts are estimates. All are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.

1. Public Outdoor Recreation Areas—Acreage, Use, Potential, 260 pages, prepared by the Commission staff, presents a description and analysis of all nonurban public designated recreation areas in the 50 States, Puerto Rico, and the Virgin Islands. Nearly 10,000 named areas, and an additional 15,000 small areas, are included, with pertinent data on their acreage, location, and management agency. Areas containing more than 40 acres are evaluated and analyzed in terms of visits, use pressures, major activities, facilities, number of employees, and future expansion potential. This study contains a separate inventory of recreation use of military areas, public domain, and Indian lands in the United States. Definitions and procedures utilized in the study are included.

2. List of Public Outdoor Recreation Areas—1960, 190 pages, prepared by the Commission staff, contains the names of approximately 10,000 recreation areas, grouped by State and managing agency, and provides data on their acreage and county location. Additional aggregate data for minor recreation areas, such as waysides and picnic areas, are included. Data on areas are presented by census region, management agency, and size category. Definitions and procedures utilized in obtaining these data are included.

3. Wilderness and Recreation—A Report on Resources, Values, and Problems, 340 pages, prepared by The Wildland Research Center, University of California, Berkeley, presents a comprehensive discussion and analysis of wilderness preservation. The study contains an inventory of 64 areas, containing approximately 28 million acres. It discusses traditional concepts of wilderness, various approaches to its economic evaluation, and basic legal and administrative considerations and problems involved in wilderness preservation. An evaluation is made of the commercial potential of existing wilderness areas—timber, grazing, water, and mineral resources. An analysis of the social and economic characteristics of wilderness users is based upon a sample survey carried out in three specified areas.

4. Shoreline Recreation Resources of the United States, 150 pages, prepared by The George Washington University, contains an analysis of the Great Lakes and ocean shoreline of the contiguous States, and presents a detailed State-by-State summary of quantitative and qualitative factors affecting their recreational use. It includes a classification of national shoreline resources—beach, marsh, and bluff. Problems of private ownership, access, and suitability are discussed, and recommendations are made.

5. The Quality of Outdoor Recreation: As Evidenced by User Satisfaction, 95 pages, prepared by the Department of Resource Development, Michigan State University, presents the findings of a study designed to test the usefulness of user satisfaction as a measure of area quality. This study is based in part upon a user survey of 24 recreation areas, Federal, State, and local. Data from the survey are summarized and evaluated in terms of socioeconomic characteristics and activities engaged in. Field appraisals of various elements which affect quality—facilities, physical characteristics, cleanliness, degree of congestion—of each site were carried out by a team of resource technicians to provide a framework for relating and assessing the survey findings. An analysis is made of the validity of employing expressions of

user satisfaction as a measure of area quality, and the resulting implications for public policy are discussed.

6. Hunting in the United States—Its Present and Future Role, 180 pages, prepared by the Department of Conservation, School of Natural Resources, The University of Michigan, examines the forces affecting game supply and summarizes a State-by-State survey of factors influencing hunting in the 48 contiguous States. Attention is given to wildlife regulations, limitation of hunting access, public hunting areas, fee hunting, and shooting preserves. The significance of land-use trends and Federal land-use programs as they affect game supply are evaluated. Problems affecting State game agencies are analyzed and suggested solutions are offered.

7. Sport Fishing—Today and Tomorrow, 130 pages, prepared by the Bureau of Sport Fisheries and Wildlife, U.S. Department of the Interior, presents an appraisal of fishing as a form of recreation in the United States and includes a State-by-State survey of the problems of supply, status of fishing waters, and management policies and responsibilities. It covers present and future supply of both warm- and cold-water fish and makes projections of the status of sport fishing in the years ahead. It summarizes the future prospects by regions.

8. Potential New Sites for Outdoor Recreation in the Northeast, 170 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, presents the findings of a study designed to determine the existence of potential recreation sites of 30 acres or more, currently in private ownership and located in the 10 densely populated Northeastern States. The location of sites is based upon an analysis of aerial photographs. Site potentiality is determined according to land type, recreation suitability, and proximity to major metropolitan concentrations. Case studies carried out in New Hampshire, Pennsylvania, and Connecticut are utilized to illustrate ownership patterns, problems, history of land transfer, current land use, and availability for public purchase. The report describes procedures used by and available to State agencies for land acquisition and development.

9. Alaska Outdoor Recreation Potential, 50 pages, prepared by The Conservation Foundation, appraises the major factors affecting the development of Alaska's recreation potential. It discusses land control and disposition patterns and economic development problems. It evaluates the present status of recreation, examines the essentials of sound recreation planning, and concludes with a summary of current problems and recommendations for future development of Alaska's recreation potential.

10. Water for Recreation—Values and Opportunities, 130 pages, prepared by the Geological Survey, U.S. Department of the Interior, presents an analysis of future water-based recreation in the United States. It relates recreation uses of water to other types of water development and discusses the importance of including recreation in the planning of water resource projects. The problem of access is discussed, and the effects of such factors as water quality and reservoir management upon recreation use are analyzed.

11. Private Outdoor Recreation Facilities, 150 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, consists of two parts. The first reports on a mail survey of private owners of recreation facilities such as resorts, dude ranches, campgrounds, ski areas, vacation farms, and resort hotels, and includes a partial inventory from secondary sources of industrial recreation areas, including large commercial timber holdings. The second phase of the study is a qualitative appraisal of 66 cases representing various types of private recreation facilities scattered

throughout the United States. Included is a discussion of such factors as type of specific activities provided, amount of land used, number of visitors, fees charged, problems encountered, and plans for expansion.

12. Financing Public Recreation Facilities, 100 pages, prepared by the National Planning Association, contains an analysis of the difficulties involved in obtaining long-term financing for recreation facilities. The role of concessioners is the principal focus with particular emphasis on factors such as Federal policy, short season, contract provisions, and general philosophy. Some consideration is given to State policies. The analysis is supplemented by 18 case studies of concession operations on Federal lands and the approach of seven selected States: California, Indiana, Kentucky, New Hampshire, New York, Oklahoma, and West Virginia.

13. Federal Agencies and Outdoor Recreation, 130 pages, prepared by The Frederic Burk Foundation for Education, San Francisco State College, presents a descriptive analysis of the organizational and administrative structure of Federal agencies concerned with outdoor recreation. While the traditional Federal land-managing agencies receive primary consideration, attention is also given to other agencies which indirectly affect the total supply of outdoor recreation opportunities. The study is focused upon recreation program objectives and policies of the agencies. Important problems encountered are analyzed, and opportunities for more effective program coordination and cooperation are identified.

14. Directory of State Outdoor Recreation Administration, 195 pages, a Commission staff project based on an American Political Science Association study, presents a State-by-State description of recreation administration. It is designed to serve as a directory of State agencies concerned with outdoor recreation, together with a brief description of agency authority, organization, and programs. Attention is given to significant or unique activities or administrative features.

15. Open Space Action, 60 pages, prepared by William H. Whyte, deals with ways and means of acquiring open space in the fast developing areas of this country. Part I is a brief history of significant Federal, State, and local developments in open space action. Part II contains observations and guidelines for open space action programs. Specific recommendations for action by all levels of government are presented in part III. An appendix contains examples of Federal and State legislation, tax abatement measures, easement forms and costs, and plans incorporating new devices such as cluster development.

16. Land Acquisition for Outdoor Recreation—Analysis of Selected Legal Problems, 60 pages, prepared by Norman Williams, Jr., reviews the constitutional power of State and local governments to acquire land by purchase or condemnation for recreational purposes and for related open space, and the constitutional power of the Federal Government to condemn land for such purposes. The study also examines legal problems involved in acquiring easements and other less-than-fee rights in land for recreation and open space.

17. Multiple Use of Land and Water Areas, 45 pages, prepared by John Shanklin, discusses multiple use both in a statutory and in a management sense and analyzes the relationship of recreation to other uses of land and water. It reviews the multiple-use concepts of the land management agencies of the U.S. Government and includes sections on multiple use at the State level and on private land. The volume contains sections on multiple-use criteria and suggestions for multiple-use management of public lands. Comments on the study from Federal, State, and private land management agencies are included in the report.

18. A Look Abroad: The Effect of Foreign Travel on Domestic Outdoor Recreation and a Brief Survey of Outdoor Recreation in Six Countries, 45 pages, prepared by Pauline Tait, discusses the effect of Americans going abroad as a substitute for major outdoor recreation trips in this country and the impact upon our own outdoor recreation resources of foreign travelers coming to this country. It presents travel projections to the years 1976 and 2000. A second part contains a brief review of outdoor recreation programs in Great Britain, France, West Germany, Denmark, The Netherlands, and Japan. Attention is directed to innovations that might be applicable in this country.

19. National Recreation Survey, 300 pages, prepared by the Commission staff on the basis of data collected by the Bureau of the Census, contains the tabular results and analysis of a nationwide survey of the outdoor recreation habits and preferences of the American people 12 years of age and over. These data are derived from four separate samples, each involving approximately 4,000 interviews. Tables show various participation rates by activity and region, according to age, sex, place of residence, education, occupation, and race. Activity rates are also shown by state of health, physical impairment, and size of community. Activity preference and data on vacation trips and outings are expressed according to selected socioeconomic characteristics. Estimates are made of expenditures, proportion of leisure time devoted to outdoor recreation, and other factors. Descriptive analyses of the results of the survey include socioeconomic factors associated with participation in 17 specified outdoor activities; expenditures on vacations, trips, and outings; and background factors associated with participation in certain groups of activities.

20. Participation in Outdoor Recreation: Factors Affecting Demand Among American Adults, 100 pages, by Eva Mueller and Gerald Gurin with the assistance of Margaret Wood, contains the results of a survey conducted by the Survey Research Center, The University of Michigan. It discusses the effect upon participation of income, education, occupation, paid vacations, place of residence, region, sex, age, life cycle, and race. Included are discussions of outdoor recreation in relation to leisure-time use, vacation and weekend trips, parks and recreation areas. It contains a chapter on camping. The study is based upon 2,759 interviews with a representative sample of U.S. adults.

21. The Future of Outdoor Recreation in Metropolitan Regions of the United States, 640 pages, prepared jointly by the Commission staff and selected universities and planning agencies. One part describes the general characteristics of outdoor recreation activities and particular problems of metropolitan residents, including the problem of access. It contrasts present and future outdoor recreation opportunities against the backdrop of expanding urbanization. It contains separate studies of five selected metropolitan regions: New York-New Jersey-Philadelphia (The Institute of Public Administration), Atlanta (Center for Continuing Education, University of Georgia), St. Louis (Washington University), Chicago (Northeastern Illinois Metropolitan Area Planning Commission), and Los Angeles (University of California, Los Angeles). The central topic in each study is an analysis of the supply and demand aspects of outdoor recreation. In each case, central problems are identified and possible solutions suggested.

22. Trends in American Living and Outdoor Recreation, 315 pages, contains a group of essays dealing with the effects of current social and cultural trends upon future needs and preferences for outdoor recreation. These essays, prepared independently by recognized scholars in the behavioral sciences, are focused upon the

following topics as they relate to outdoor recreation: historical development; cultural change; demographic factors; the family; mass communication; physical and mental health; education; voluntary groups; political institutions; urban growth; and the planning process. Authors include Lawrence K. Frank, Herbert J. Gans, William J. Goode, Morton Grodzins, Philip M. Hauser, Max Kaplan and Paul F. Lazarsfeld, Margaret Mead, Jay B. Nash, Harvey S. Perloff and Lowdon Wingo, Jr., Julian W. Smith, George D. Stoddard, and Melvin M. Webber.

23. Projections to the Years 1976 and 2000: Economic Growth, Population, Labor Force and Leisure, and Transportation, 510 pages, contains a set of four fundamental studies which project the size, distribution, income, leisure, and mobility of the American population to 1976 and 2000. The population studies are by the Commission staff, economic projections by the National Planning Association, labor force and leisure projections by the Bureau of Labor Statistics, U.S. Department of Labor, and the transportation study by A. J. Goldenthal, Washington, D.C. In addition to national aggregates, attention is directed to regional and State characteristics.

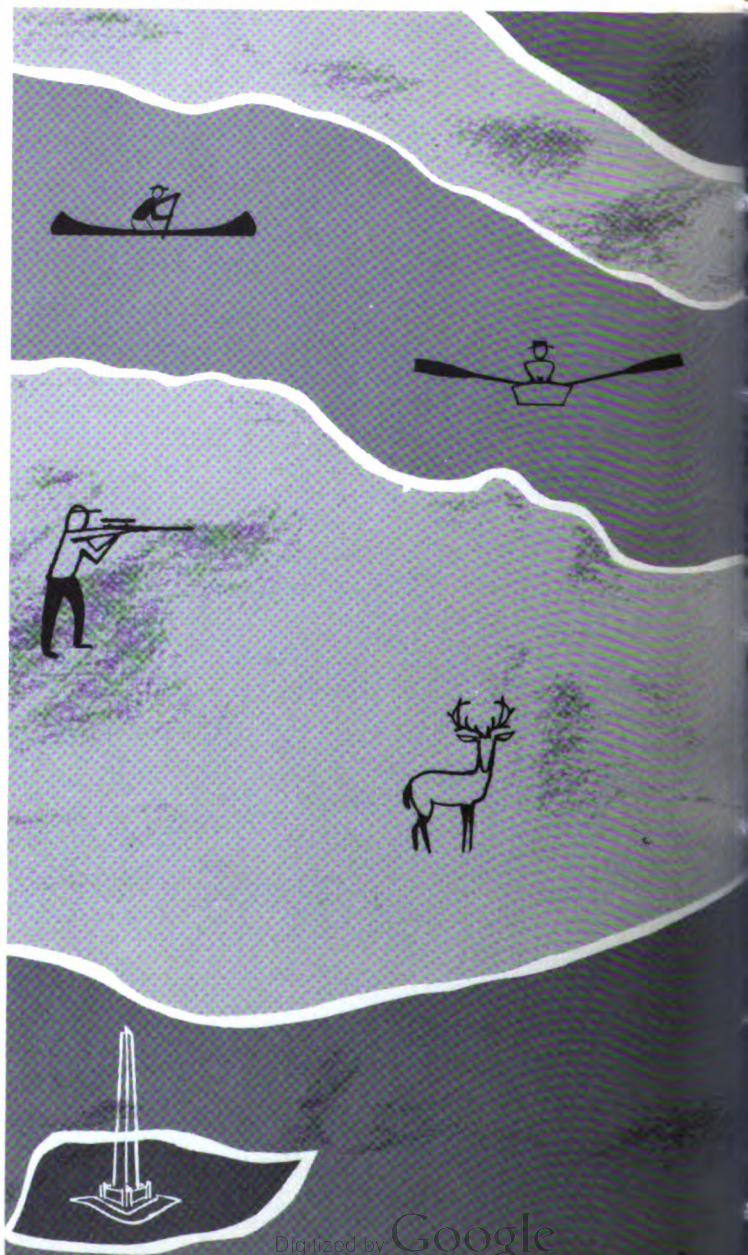
24. Economic Studies of Outdoor Recreation, 150 pages, contains a group of essays dealing with various economic aspects of outdoor recreation. Both theoretical and practical approaches are taken to some basic economic problems of recreation development, including those of investment, pricing, timing, benefit-cost evaluation, public-private relationships; and economic impact. Methods of economic analysis and evaluation utilized by various Federal resource development agencies are discussed. In addition to Commission staff, contributors include Marion Clawson, Resources for the Future; Arthur L. Moore, the National Planning Association; and Ivan M. Lee, University of California, Berkeley.

25. Public Expenditures for Outdoor Recreation, 90 pages, prepared by the Commission staff, indicates the total direct expenditures made by Federal, State, and local governments for providing outdoor recreation opportunities, facilities, and services during the period 1951-60. An analysis is made of the relative amounts spent within each State and each major census region, as well as among the agencies concerned, for land acquisition, development, construction, operation and maintenance. Appendix tables show detailed data on annual expenditures by level of government, by agency, and by objective.

26. Prospective Demand for Outdoor Recreation, 150 pages, prepared by the Commission staff, measures the needs and preferences of the American people for a number of outdoor recreation activities. This comprehensive analysis is based on data obtained from the National Recreation Survey, the Commission inventory, the metropolitan studies, and the essays concerned with trends and patterns of American life.

27. Outdoor Recreation Literature: A Survey, 100 pages, by the Library of Congress, discusses the problems of preparing a bibliography on outdoor recreation—the diversity of the field, and its relationship with other fields—and includes a listing, description, and assessment of some of the more important references. The discussion is divided into literature on resources and literature on users. Two appendixes contain separate bibliographies on leisure and intergovernmental problems.

"The outdoors lies deep in American tradition. It has had immeasurable impact on the Nation's character and on those who made its history. . . . When an American looks for the meaning of his past, he seeks it not in ancient ruins, but more likely in mountains and forests, by a river, or at the edge of the sea. . . . Today's challenge is to assure all Americans permanent access to their outdoor heritage."



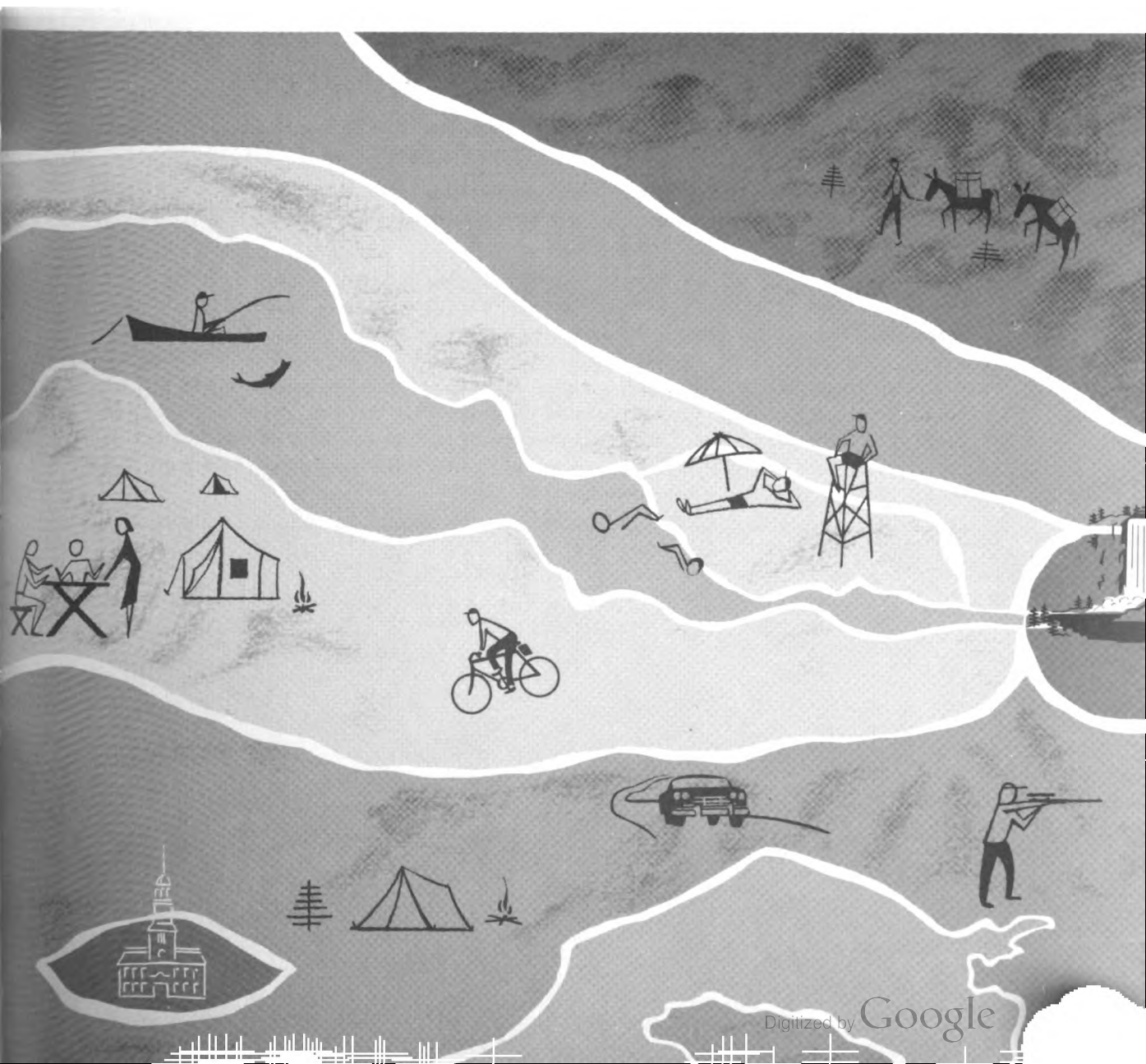
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A Report to the Outdoor Recreation Resources Review Commission



OUTDOOR RECREATION FOR AMERICA

The Report of the Outdoor Recreation Resources Review Commission to the President and the Congress

This report surveys our country's outdoor recreation resources, measures present and likely demands upon them over the next 40 years, and recommends actions to insure their availability to all Americans of present and future generations.

The first part of the 246-page volume reviews the place of outdoor recreation in American life, drawing largely on the finding of the Commission's expert studies. It describes the supply of recreation resources, the demand for recreation, the economics of recreation, and the problems of relating all three to assure present and future generations of the outdoor recreation opportunities they require. The second part contains recommendations for programs and policies, with chapters concerning the responsibilities of the Federal Government, the States, local government, and private enterprise. There are chapters on special problems of management, financing, water, and research. The report is for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C., for \$2.

Directory of State Outdoor Recreation Administration

*Report to the Outdoor Recreation Resources Review Commission
by Commission Staff
based on an American Political Science Association study*

Washington, D. C. 1962

Library of Congress Catalog Card Number: 62-60036

*ORRRC Study Report 14. For sale by the Superintendent of Documents,
U.S. Government Printing Office, Washington 25, D.C. Price 75 cents*

OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

The Outdoor Recreation Resources Review Commission was created by the Act of June 28, 1958 (Public Law 85-470, 72 Stat. 238). The task assigned to the Commission was to seek answers to the following basic questions:

What are the recreation wants and needs of the American people now and what will they be in the years 1976 and 2000?

What are the recreation resources of the Nation available to fill those needs?

What policies and programs should be recommended to insure that the needs of the present and future are adequately and efficiently met?

The Commission's report, *Outdoor Recreation for America*, which was presented to the President and to the Congress on January 31, 1962, contains the findings of the Commission and its recommendations for action required to meet the Nation's outdoor recreation needs in 1976 and 2000.

In the course of its work, the Commission obtained many special reports from its own staff, public agencies, universities, nonprofit research organizations, and individual authorities. It is publishing these reports because of their potential interest to officials at all levels of Government and to others who may wish to pursue the subject further. A descriptive list of the study reports appears at the end of this volume.

In the development of the findings, conclusions, and recommendations presented to the President and to the Congress in January 1962, the Commission considered this report and other study reports, but its conclusions were based on the entire study and on its own judgment. Publication of the study reports does not necessarily imply endorsement of them in whole or in part.

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ACKNOWLEDGMENT

This study report was prepared under the supervision of the Commission staff. Major responsibility for the design and initiation of the study was borne by Norman I. Wengert and J. Lee Westrate. Review and editing of the report were the primary responsibility of M. Constance Foley and W. Roy Hamilton, Jr.

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MANUAL OF STATE OUTDOOR RECREATION ADMINISTRATION

Most State governments today consider the provision of outdoor recreation facilities and opportunities to be one of their major functions. Yet the manner in which the various States carry out this function, and the organizational and administrative patterns which have evolved, differ widely. Some States have unified recreation agencies responsible for coordinating a wide range of activities relating to outdoor recreation, whereas others have separate and independent administrative organizations for specialized purposes. Agencies charged with recreation responsibilities range from small commissions to large-scale, highly professional staff operations.

To a large degree these administrative differences reflect the problems and situations peculiar to each of the 50 States. At the same time they represent differing administrative philosophies and techniques applied to common problems of resource development and management. While realizing that these problems cannot be resolved by any single formula, or organizational framework, the Commission believed that a compilation of the various approaches now in use would provide needed insight into this important aspect of recreation resource development. It will also enable State officials to compare the different

programs and organizational arrangements in the various States.

This "Manual of State Outdoor Recreation Administration" is a formal description of the administrative agencies and administrative structures through which the various States are working in the field of outdoor recreation. It constitutes an endeavor to bring together in one volume a State-by-State summary of the administrative arrangements currently employed in the planning, management, and development of outdoor recreation resources and of the devices utilized to effect coordination among related activities.

The manual is based upon a study made under contract with the Commission by the American Political Science Association. After editing by the Commission staff, the section on each State was sent to the State contact officer of that State for review and comment. Numerous helpful suggestions were received and incorporated in the study report.

The State contact officers, who were appointed by the respective Governors at the request of the Commission, are listed at the end of this volume. As it did in its report to the President and the Congress, the Commission wishes to express its deep appreciation to these officials for their extensive and invaluable assistance on this and other studies.

ALABAMA

The agency primarily concerned with outdoor recreation in Alabama is the Department of Conservation. The State Highway Department, in cooperation with the Department of Conservation and local governing bodies, constructs and maintains roadside tables and parks, public fishing lakes, and boating access areas, and has, therefore, an interest in outdoor recreation, which is peripheral to its main tasks. In addition, Mound State Monument is organized independently of the Department of Conservation, but in fact serves as a State park.

Department of Conservation

AUTHORITY.—The Department of Conservation was created by an act of the 1939 legislature which consolidated many agencies dealing with conservation. The activities of the Department in the field of conservation are closely tied to its recreation program. It is responsible for the maintenance, construction and purchase of State parks, monuments, and historical sites, for the creation and maintenance of fishing areas, and for the conservation of fresh and salt water fish for both sports and commercial use.

ORGANIZATION.—The Department is headed by a director and an assistant director, appointed by and serving at the pleasure of the Governor. Division chiefs are merit employees, and the qualifications for these positions are those prescribed by the State personnel agency. The Department has six Divisions: (1) State Parks, Monuments, and Historical Sites; (2) Game and Fish; (3) Seafoods; (4) Water Safety; (5) State Lands; and (6) Forestry.

PROGRAMS AND ACTIVITIES.—The Department of Conservation is engaged in a program to create a network of boat launching facilities throughout the State. Some 45 facilities are already in operation, 11 are under construction, and another 55 sites are planned. The Governor has said: "This is a far-sighted program which will benefit all boating enthusiasts, both those who use their boats for fun and for fishing. The construction of these boat launching areas is one of our proudest achievements in the outdoor recreation field."

The 11 sites under construction were scheduled for completion in 1961. Most of the launching areas are about 5 acres in size and contain a paved parking area for at least 100 automobiles.

The Department of Conservation receives assistance and cooperation from the Highway Department in the construction of public access to recreation water areas. This cooperation is based on a 1957 agreement. During the past 3 years, 44 public access areas have been approved for construction under the cooperative agreement at an approximate cost of \$269,000. The access areas are selected, planned, and designed by the Department of Conservation. The Highway Depart-

ment provides labor, materials, and equipment for construction and bills the Department of Conservation for actual costs. The Highway Department has also provided access roads, not exceeding one-half mile, free of cost to the Department of Conservation. In addition, the Corps of Engineers has awarded a \$140,000 contract to build recreation facilities on the Jackson Reservoir in southwest Alabama. The project calls for the construction of facilities at eight sites around the reservoir on the lower Tombigbee River. These include access roads, parking areas, and concrete boat launching ramps for public use. The sites are located in an area which is considered to be a fine hunting and fishing area.

Division of state parks, monuments, and historical sites

AUTHORITY.—The Division was created in 1939. It assumed the functions and duties of the Commission of Forestry with respect to supervision and development of State parks.

ORGANIZATION.—The Division is headed by a merit system appointee with the title of Chief of the Division. In addition to the administrative and house-keeping sections, there is an officer of the park field supervisors, who directs the managers of each of the State parks.

The Division is financed by an annual appropriation plus income from rentals and concessions, and, since 1950, proceeds from the sale of timber and royalties from oil, sand, and gravel taken from State-owned lands.

PROGRAMS AND ACTIVITIES.—The legislature has created a Joint Legislative Committee to study the parks, beaches, and other such assets and make recommendations for appropriate legislation. The Committee visited all of the park facilities in Alabama, as well as parks in Tennessee and Kentucky. The Committee favors the development of tent camping. As a joint working arrangement, the Committee favors the use of youthful first offenders from the prison system as a source of labor. The Parks Division administers the public fishing lakes program in the State although the lakes are constructed by the Game and Fish Division. Almost all of these lake areas are operated under concession. The concession contracts vary considerably as to duration and in provisions as to percentage of return for the State. The Joint Legislative Committee members favor operation by the State as soon as the contracts can be terminated.

The State Legislative Interim Study Committee on Parks and Beaches has held hearings on the State park long-range development program.

The Parks Division is concerned with 43 different areas. Of these, 8 are major parks, 8 are minor parks, and 18 are public fishing lakes. In 1960 the Division instituted employment of a full-time parks forester

to manage the timber lands of the Division. These lands comprise 43,000 acres. Timber management in Alabama emphasizes the retention of the woods for their esthetic value rather than for the production of revenue. However, there is enough land in pine plantations so that the employment of a forester pays for itself and the recreation areas being improved.

Another type of facility operated by the Division is the wayside park. The two wayside parks are on a stretch of coastal highway running along the Gulf of Mexico. They are public beaches with picnic tables, shelters, benches, drinking fountains, and toilet facilities. Another property the Parks Division holds title to is the parkway. These are roads partly or wholly within the State parks system. They are not regarded as a part of the State highway system although they are built and maintained by the State Highway Department.

Division of game and fish

AUTHORITY.—In 1939 the Division of Game, Fish, and Seafoods was established within the Department of Conservation. In 1951, the Division was divided into two offices: (1) Game and Fish; and (2) Seafoods.

ORGANIZATION.—The Division of Game and Fish is headed by the chief, Game and Fish Division, a merit system employee, responsible to the director and assistant director of conservation. The subordinate positions within the Division are all merit system positions. The Division is composed of four sections: Inland Fisheries, Enforcement, Game Management, and Federal Aid to Wildlife.

The Division does not receive an appropriation from the general funds, but is supported by license and permit fees, fines, some revenue from oil leases, and Federal grants. License and permit fees accounted for better than two-thirds of total revenue in 1950 and in 1958, with Federal grants providing the second largest source. Total revenue in 1950 amounted to \$1,357,416.30 and in 1958 to \$1,931,311.72.

PROGRAMS AND ACTIVITIES.—The Game and Fish Division cooperates closely with the TVA in research studies of fishing in TVA lakes and with the U.S. Forest Service in stocking lakes located in two national forests in Alabama.

In addition, the Division works with the Highway Department on construction of access roads to fishing lakes, and with Auburn University on research projects on game and fish.

The Inland Fisheries section deals exclusively with fresh water fishing. It operates two fish hatcheries and is concerned with fish propagation in both public and private waters. The Enforcement section, which enforces both game and fish laws, is divided into 10 units on a geographical basis, each district or unit consisting of from 5 to 9 counties. The Game

Management section is largely an office activity concerned with answering correspondence. The Federal Aid to Wildlife section is devoted to game conservation under the provisions of the Pittman-Robertson program. The activities of the Division of Game and Fish reflect the very great interest in sport fishing in the State, e.g., the construction and stocking of the 18 public fishing lakes, which are operated by the Parks Division, occurred primarily in those counties which did not have public fishing areas or State park facilities. The Division's activities have also been expanded in the past few years by the necessity of creating "access" areas which permit the fishermen access to TVA lakes, public ponds, and certain areas of the Gulf.

Division of seafoods

AUTHORITY.—This Division was established in 1951 and is concerned almost exclusively with salt water commercial fishing. However, the creation of artificial fishing banks in the Gulf of Mexico has benefited salt water sport fishermen.

Division of water safety

AUTHORITY.—This Division was created in 1959 to carry out the provisions of the State boating law. The boating law includes a numbering system which conforms with the Federal Boating Act of 1958.

The State Lands and Forestry Divisions' main interests are not concerned with outdoor recreation as such.

Other Agencies

MOUND STATE MONUMENT.—This monument is a 324-acre archeological site operated independently of the Department of Conservation's Division of Parks.

The archeological site contains 38 mounds dating to the pre-Columbian period, and it has a museum containing many of the artifacts that have been discovered. Excavations are continuing and, although the monument is essentially an educational and historical site, it does contain two picnic areas. In 1958 there were 15,000 paid admissions to the museum, and it is estimated that 100,000 visitors go to the area each year to use the picnic facilities without visiting the museum.

DEPARTMENT OF HIGHWAYS.—The maintenance division of the Highway Department constructs and maintains roadside tables and parks. There are two types: (1) the roadside location consisting of a part of the highway right-of-way; and (2) the roadside park which is a slightly larger area consisting of approximately 10 picnic tables and toilet facilities. The State has 269 roadside locations and 33 roadside parks.

ALASKA

Outdoor recreation in Alaska is the specific responsibility of two major departments. The Department of Natural Resources is responsible for the acquisition, maintenance, and development of State parks. The Department of Fish and Game is responsible for the development, conservation, and propagation of fish and wildlife. Since Alaska is a new State most of the information and discussion of outdoor recreation points to the future. Outdoor recreation was provided for in the constitution adopted by the new State in 1959. Article VIII, section 17, states:

The legislature may provide for the acquisition of sites, objects, and areas of natural beauty or historic, cultural, recreational, or scientific value. It may reserve them from the public domain and provide for their administration and preservation for the use, enjoyment, and welfare of the people.

Cooperation between the State agencies and the appropriate agencies of the Federal Government is extremely close, and will continue to be during and after the transition period from Federal operation to State operation. Cooperation and coordination are necessary and logical because overall planning encompasses the responsibilities of three public agencies: the U.S. Forest Service has jurisdiction over 20,742,290 acres of forest land in the southeast; the State will eventually own up to 105 million acres of land of which approximately 40 to 50 million acres support commercial forest lands; the Department of the Interior will have jurisdiction over the remaining acreage consisting of those areas not selected by the State and not in national forests, and those lands reserved for special uses such as national parks and other reserved areas.

Department of Natural Resources

AUTHORITY.—The Department of Natural Resources was established in 1959.

The first State legislature enacted a law specifically providing for the development of State parks and recreation facilities and for the establishment of a division within the Department of Natural Resources to administer the program.

The basic responsibilities of the Department in the development of outdoor recreation were defined as being the development of park, campground, and recreation areas throughout the State to assure public access to areas of scenic and recreation value; the establishment of public use areas for outdoor activities, nature studies, and the like; the preservation of areas of historical interest and significance pertaining to Alaska's natural resources through protection against fire, the destruction of natural cover, pollution of waterways, and littering of highways; and the increasing of State revenues through tourist promotion.

ORGANIZATION.—The legislature has placed primary responsibility for the development and management of the parks and recreation program in the commissioner of Natural Resources. The commissioner in turn has delegated this responsibility within his Department to the director of the Division of Lands. The director is appointed by and serves at the pleasure of the commissioner, who in turn is appointed by the Governor with the concurrence of a majority of the legislature assembled in joint session. He serves at the pleasure of the Governor. The Division's branch of forestry, parks, and recreation, under supervision of the State forester, has custody of the 42 sites turned over to the State by the Bureau of Land Management under provisions of the Statehood Act.

An assistant State forester, has been provided for on the State forester's staff, and formulation of State recreation policy and plans are underway. Expansion of the existing 66 sites and an annual development of new sites are scheduled in a continuing program. A large selection of a million-plus acres has been made in the Woods River-Tikchik Lakes area, much of which will receive prime consideration for recreation development.

PROGRAMS AND ACTIVITIES.—Officials of the Division of Lands cooperate closely with other State agencies. Within the Division, those officials engaged in administering the recreation program work in conjunction with the land selection officials in obtaining suitable areas for public use, and with the land classification officials in classifying areas for recreation sites. The officials of the Department of Natural Resources also work closely with the Division of Economic Development and Tourism in conducting studies to anticipate the tourist influx and thus provide additional facilities and plan for future needs. The appropriate officials of the Department of Natural Resources work closely with the Alaska Board of Fish and Game, the Department of Fish and Game, and the Division of Highways within the Department of Public Works. Also cooperative work is carried out with local chambers of commerce, lodges, and inns and other private businesses engaged in providing outdoor recreation facilities. Cooperation with the National Park Service, Bureau of Land Management, Forest Service, and Bureau of Sport Fisheries and Wildlife has been important.

A 6-year program, for fiscal 1961 through 1966, has been formulated for recreation area acquisition and development. It is planned to revise this program and update it on an annual basis, in order to continue advance planning 6 years into the future.

The 1961 through 1966 program concentrates upon roadside overlooks, picnic and campground areas, and public access sites, as the greatest demand is by public users along the highway systems. The development program calls for the development of 10 additional recreation sites and the expansion of 10 existing sites each year, with the eventual goal some form of

public use site at approximately 40-mile intervals along all roads in the State. Although larger State parks are contemplated and studies are currently being made for the eventual selection of suitable State lands, there is no development work programmed in this area during the 1961 through 1966 period.

July 1, 1959, saw the beginning of the Alaska State park system. On that date, the Federal Bureau of Land Management turned over to the State 42 roadside picnic grounds and camping areas. These sites are now administered by the branch of forestry, parks, and recreation within the State Division of Lands. An additional 24 sites have since been acquired and developed with major expansion and improvements on the remainder. These off-highway stopping areas have been officially designated as waysides and constitute the first phase of the embryonic State park system. Emphasis has been placed on the wayside program for several reasons: the needs of the highway traveling public must be met; this type of program can be developed quickly and effectively administered by a small staff; and a program of this type is within the fiscal ability of

the State. Site selection of the waysides has been based on esthetic qualities of the landscape. Inasmuch as the Alaskan natural scene is unique, the State has endeavored to capitalize on that important asset. As a result, the Alaskan waysides have features normally associated with parks. Attractions include hiking, fishing, swimming, boating, and exceptional vistas. It is the aim of the State, within the next few years, to establish waysides at intervals of approximately 30 miles on the major network of roads. Although the wayside program is presently the dominant one, it is the established policy to provide opportunity for all modes of public recreation that fall within the State's zone of responsibility.

Unique land selection laws enable the branch of forestry, parks, and recreation, under the administration of the State forester, to select scenic parks, historic sites, recreation areas, beaches, parkways, waysides, and wilderness areas of statewide significance. Investigation and planning are underway to bring about a well-balanced, significant State park system. Eventually, the Division of Lands intends to formulate a definitive master recreation plan.

ARIZONA

Outdoor recreation in Arizona is the responsibility of two State agencies: the Arizona Game and Fish Commission and the Arizona State Parks Board. The Highway Commission constructs and maintains roadside parks.

Game and Fish Commission

AUTHORITY.—The Game and Fish Commission was created in 1929 and was assigned responsibility for the care and propagation of all game, fish, and birds, except the wildlife located on the Indian reservations. The Commission is responsible for the control and management of the propagation and distribution of wild birds, animals, and fish, including the operation of game farms and hatcheries.

The Commission establishes and enforces the game and fish laws and is responsible for issuing hunting licenses. The Game and Fish Commission, in the name of the State and with the approval of the Governor, may: (1) acquire by purchase, lease, exchange, gift, or condemnation, lands for use as fish hatcheries, game farms, firing ranges, reservoir sites, or rights of way to fishing waters; (2) acquire by purchase, lease, exchange, or gift lands or waters for use as fish hatcheries, game farms, shooting areas, firing ranges, or other purposes necessary to carry out the provisions of this title; (3) acquire by condemnation waters for use as fish hatcheries. The acquisition of land acquired by condemnation shall be limited to a maximum of 160 acres unless first approved by the legislature. There are no general funds appropriated. The program and activities of the Commission are supported by receipts from the sale of hunting and fishing licenses and from excise tax on firearms, ammunition, and fishing tackle.

ORGANIZATION.—The Commission is composed of five members whose terms of office are for 5 years and who are appointed at staggered intervals by the Governor, with the consent of the senate. They are not removable by the Governor except for "inefficiency, neglect of duty, or misconduct." The Commission is subject to legislative control through appropriations.

The members of the Commission must be well informed on the subject of wildlife and the requirements of conservation. No more than three may be from the same political party, and all must be residents of different counties and appointed so as to give representation to different regions of the State.

The Commission appoints a State game and fish director as the chief administrative officer of the Commission. He is selected on the basis of overall administrative ability and general knowledge of game and fisheries management and requirements for conservation of animals, birds, and fish. The term of his appointment is 5 years; he must take an examination prior to appointment; and he is removable only for cause. The director, in turn, appoints game rangers and other employees with the approval

of the Commission. There are six Divisions under the director: (1) Administrative Services; (2) Information-Education; (3) Game Management; (4) Fishery Management; (5) Wildlife Protection; and (6) Technical Services. There are also five regional supervisors for five different sections of the State, and wildlife managers under each regional supervisor. The regional supervisors and wildlife managers are persons competent in fish and wildlife management, public relations, and law enforcement.

PROGRAMS AND ACTIVITIES.—The Commission uses an administrative guide in administering the Department. The guide encompasses "organizational changes, future management practices, anticipated research projects and land acquisition." This is not a plan which marks out the work in successive periods of time but rather indicates where work needs to be done and what is contemplated when money is available. The guide suggests, for example, certain lines of investigation in both fishery and game management; it indicates what land sites are available for wildlife projects and for the development of water resources; it points to trends in licensing for hunters and fishermen and what these may mean for the future; it lists research projects and plans through 1965; it lists costs, including costs of acquisition of certain sites and water rights; and, lastly, it suggests the need for additional personnel in several fields.

The Commission now has jurisdiction over 560 acres in game refuges, 38,897 acres in experimental areas, 577 acres in lakes, 3,450 acres in water refuges and wildlife management areas, and 1,726 acres in special parcels of land. The Arizona Game and Fish Commission cooperates with Federal agencies, especially the Bureau of Reclamation with regard to the Colorado River, and the Forest Service with regard to wildlife management techniques.

The most significant cooperative relationship within the State is the tie between the Arizona Game Protective Association and the Game and Fish Commission. The Game Protective Association often aids in selecting members of the Commission and acts as a channel of communication for the Department, explaining Game and Fish Commission policy to its members.

Arizona State Parks Board

AUTHORITY.—The Arizona State Parks Board was established in 1957. It is authorized "to select, acquire, preserve, establish and maintain areas of natural features, scenic beauty, historical and scientific interest, and zoos and botanical gardens, for the education, pleasure, recreation, and health of the people, and for such other purposes as may be prescribed by the law." The Board may acquire through purchase, lease, agreement, donation, grant, bequest, or otherwise, real and personal property and acquire real property through eminent domain for State park or monument purposes.

All moneys derived from the activities of the Board are remitted to the State treasurer to be placed in the general fund. Moneys from unconditional gifts, donations, bequests, and endowments are remitted by the board to the State treasurer to be placed in a fund to be known as the State parks fund, for use by the Board in accomplishing its objectives and duties.

ORGANIZATION.—The Board is composed of seven persons appointed for staggered 6-year terms by the Governor, with the consent of the senate. The Board must give a full financial report to the Governor, the State auditor, and the legislature each year. The primary budgetary control of the agency lies with the appropriations committees of the legislature.

The members of the Board are selected on the basis of their knowledge and interest in outdoor activities, archeology, natural resources, and the value of the historical aspects of Arizona, and because of their interest in the conservation of the State's natural resources. There is a provision that no fewer than two of the members must come from the livestock industry. Another member must be a professional recreation worker.

Presently, the organization consists of a small force: a State parks director, a landscape architect, one secretary, and a part-time bookkeeper. However, there is an organization proposed for that time when the Board begins operating State properties which will consist of a director under the Parks Board, and six subsections: (1) an administrative section concerned with budget preparation, fiscal control and personnel transactions, office management, and advisory services and public information; (2) a planning section concerned with master plans, surveying, construction, and land use planning; (3) a history section concerned with historical and archeological investigations, preservation of historical and pre-historical monuments, and investigation and registration of landmarks; (4) a section for State scenic areas; (5) a section for State recreation areas; and, (6) a section for monuments and landmarks. These last three sections will be responsible for acquisition of land, construction and development of facilities, operation and maintenance of areas, and interpretation and analysis of future programs.

PROGRAMS AND ACTIVITIES.—Arizona has extensive and well-maintained Federal recreation facilities within its borders. The chief reason for them is the Federal Government's reclamation program that started with Theodore Roosevelt Dam near Phoenix in 1906. Scores of dams throughout the Southwest have created good-sized, man-made lakes. On some lakes near large centers like Phoenix (e.g. Canyon Lake on the Salt River) there are actually boat traffic problems on weekends. By far, the most heavily used lakes are along the Colorado River, a

focal point for Arizonans, Nevadans, Californians, and a host of tourists from all over the country.

Since its inception, the Parks Board has consulted with several Federal agencies, in particular, the National Park Service, the Corps of Engineers, the Bureau of Indian Affairs, the Bureau of Reclamation, and the Forest Service, in evaluating and selecting areas for future park development. In its first 3 years of operation, the Parks Board acquired 14 acres of park land. There is a legal requirement establishing the Board that no park over 100 acres can be established without special legislative action.

The State Parks Board has adopted a comprehensive classification plan and set of criteria for the selection of park sites and has established priorities. The criteria are designed to assist the staff in selecting the most desirable properties for development of parks, monuments, or recreation areas.

The Board has adopted a 1-year plan for 1959-60; a 5-year plan for the period 1960-65; and a 10-year plan extending to 1970. This long-range plan covers scenic areas, recreation areas, State monuments, and State landmarks; it is currently being revised and it is expected that priorities will change.

Other Agencies

ARIZONA HIGHWAY COMMISSION.—This Commission constructs, maintains, and operates roadside parks. It also constructs and erects plaques marking points of historical importance. Approximately 200 roadside areas with a total of 82,000 acres have been constructed. Future plans for construction of roadside rests must be coordinated with development of the Interstate Highway System. The Commission plans to construct 60 roadside rests of 10 acres each at a cost of approximately \$1 1/2 million through the year 1975. Roadside rests are located on highway right-of-way and land is acquired in the usual manner—purchase, gift, eminent domain.

The Commission is also responsible for the registration of watercraft. Boating in the desert is an increasingly popular pursuit. Per capita boat ownership in the region is among the nation's highest.

The Commission is perhaps best known outside the State of Arizona for its publication of the magazine "Arizona Highways." This magazine, along with maps and pamphlets published by the Highway Commission, does much to attract tourists to the State of Arizona.

ARIZONA DEVELOPMENT BOARD.—This Board is concerned with attracting tourists and promoting tourist developments in the State. It advertises and furthers the development and use of resort and recreation facilities of all areas of the State on a year-round basis. Although the Development Board is primarily concerned with the industrial development of the State of Arizona, the tourist industry remains extremely important in its operations.

ALASKA

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Other Agencies

ARIZONA HIGHWAY COMMISSION.—This Commission constructs, maintains, and operates roadside parks. It also constructs and erects plaques marking points of historical importance. Approximately 200 roadside areas with a total of 82,000 acres have been constructed. Future plans for construction of roadside rests must be coordinated with development of the Interstate Highway System. The Commission plans to construct 60 roadside rests of 10 acres each at a cost of approximately \$1 1/2 million through the year 1975. Roadside rests are located on highway right-of-way and land is acquired in the usual manner—purchase, gift, eminent domain.

The Commission is also responsible for the registration of watercraft. Boating in the desert is an increasingly popular pursuit. Per capita boat ownership in the region is among the nation's highest.

The Commission is perhaps best known outside the State of Arizona for its publication of the magazine "Arizona Highways." This magazine, along with maps and pamphlets published by the Highway Commission, does much to attract tourists to the State of Arizona.

ARIZONA DEVELOPMENT BOARD.—This Board is concerned with attracting tourists and promoting tourist developments in the State. It advertises and furthers the development and use of resort and recreation facilities of all areas of the State on a year-round basis. Although the Development Board is primarily concerned with the industrial development of the State of Arizona, the tourist industry remains extremely important in its operations.

ARKANSAS

Outdoor recreation in Arkansas is the primary responsibility of two major State agencies. The Arkansas Publicity and Parks Commission is responsible for the operation and maintenance of State parks and for publicity which will attract people to these facilities. The Arkansas Game and Fish Commission is responsible both for the conservation of game and fish resources and for their promotion as a recreation activity for the citizens of the State.

Publicity and Parks Commission

AUTHORITY.—The present State Publicity and Parks Commission was created in 1955. The act of 1955 placed upon this Commission the responsibility for public parks and certain duties relating to obtaining publicity for the State's industrial and tourist attractions. An aim of the State program for economic development is to acquaint out-of-State tourists with the State's vacation and recreation resources.

The Commission has the duty of administering the system of State parks and is authorized to acquire, by gift or purchase, sites suitable for State parks; to construct housing and recreation facilities; to lease housing, food-dispensing, and related concessions; to open and maintain roads and trails; to care for the flora and fauna in the parks; and to perform all other acts necessary for the management, improvement and extension of the State's park system.

ORGANIZATION.—The Publicity and Parks Commission consists of seven members appointed by the Governor, with consent of the senate, for staggered terms of 7 years. At least two active newspaper or radio editorial workers or editors must be included among the members, and each congressional district of the State must be represented.

The Commission is authorized to elect a chairman and a vice chairman and to appoint an executive director who acts as secretary of the Commission but who has no vote.

The executive director of the Commission must be a person with at least 5 years of experience in the newspaper or radio profession, in an editorial or advertising capacity. Subject to approval of the Commission, the executive director is empowered to employ an associate director of the State parks, an associate director for publicity, and other assistants.

Under the executive director, the associate director for parks is charged with responsibility for the recreation function of the Commission. In addition to making policies for the management of State parks, the associate director for parks employs a superintendent for each State park, as well as park custodians, laborers, and life guards.

PROGRAMS AND ACTIVITIES.—In 1955, the Arkansas Publicity and Parks Commission outlined a comprehensive program of repairs, maintenance, and expansion of State park facilities. The repair and improvement of existing parks is well on its way and plans

have been made for additional park areas, for the State hopes to provide recreation facilities for all sections of Arkansas. A survey in 1953 revealed that 47 percent of Arkansas' population lay outside of a 50-mile radius of any State park or recreation area. Since then, there has been an increase from 6 State parks to 12 parks and 4 historical monuments, geographically located throughout the State, so that at the present time 80 percent of the State's population lives within a 50-mile radius of some State park or recreation area.

The Commission is looking to the future and is now in the process of planning to acquire additional land, especially in the northern section of Arkansas, the Ozark Plateau Area.

In the publicity function of the Commission, which indirectly serves the recreation function, there is a network of cooperative relationships with other State agencies, such as the Arkansas Industrial Development Commission, the Game and Fish Commission, and the secretary of state's office. In the administration of the recreation function the Commission has only a remote connection with other agencies, primarily with the Highway Department in the maintenance of park roads and in ascertaining the degree of park use by means of traffic checks.

In 1957 all State parks were declared bird sanctuaries and all roads within State parks were designated State highways.

The State Forestry Commission renders assistance in the propagation, planting, and protection of trees in the State parks and in protecting the areas from forest and grass fires.

Arkansas contains two national forests: Ouachita and Ozark. These forests aid Arkansas. Under a provision made by Congress in 1910, Arkansas received 25 percent of the net revenues from them. Since Arkansas is blessed with 2,354,429 acres of national forest, the State parks play a less dramatic role than the Hot Springs National Park or the forests in providing outdoor recreation opportunities. Nevertheless, there are 12 State parks.

Game and Fish Commission

AUTHORITY.—The present Game and Fish Commission was established in 1937. The Commission is responsible for propagating, protecting, and controlling fish and wildlife in the State. To achieve these broad aims, it operates fish hatcheries to stock public and private bodies of water; introduces and tests new varieties of fish and game; establishes and administers game refuges and management areas; determines fishing and hunting regulations, including seasons, bag and catch limits, and methods of taking fish and game; prescribes penalties for the violation of regulations; licenses hunters and fishermen; and appoints and supervises wardens. The Commission has the power to acquire property by purchase, gifts, eminent domain or otherwise. The Commission was authorized in 1939 to purchase lands from the

State Land Commissioner which had been forfeited for nonpayment of taxes and to establish game refuges thereon.

ORGANIZATION.—The Commission is composed of eight members, seven to be appointed by the Governor for staggered terms of 7 years each. The eighth member, the head of the Department of Zoology at the University of Arkansas, is an ex officio member without the power to vote. Each congressional district of the State must be represented upon the Commission; the commissioners must have knowledge of, and interest in, wildlife conservation; and no commissioner can serve more than one term. Commissioners may be removed by the Governor only for a cause which would justify the removal of a constitutional officer of the State government.

The Commission is authorized to elect an executive secretary and to appoint other executive officers, supervisors, personnel, office assistants, wardens, game refuge keepers, and hatchery employees.

The director has under his supervision nine Divisions: (1) Enforcement; (2) Information and Education; (3) Legal; (4) Game; (5) Engineering; (6) Lands; (7) Communications; (8) Fish; and (9) Fiscal. The legislature appropriates from the game protection fund the funds necessary for the operation of the Commission. When the legislature makes appropriations for this Commission, it is authorizing the appropriated sum be spent from the fees, charges, and other revenues collected by the Commission.

PROGRAMS AND ACTIVITIES.—The Commission has established a 7-year plan with which it hopes to anticipate and meet future needs growing out of the rapidly increasing use of its facilities. Its plans are based, also, upon an acceptance of technical advances and a desire to incorporate them into the services it now provides.

Under this 7-year program the Engineering Division plans a considerable expansion of fishing lakes and duck-hunting areas, and has recommended the flooding of an additional 34,000 acres. The Game Division will continue to introduce new species and varieties and will expand the number and acreage of game

management areas. The Fish Division has developed effective techniques in big lake management for the purpose of killing predatory and other unwanted fish. It also plans to introduce a new variety of bass, expand the hatcheries and holding areas, and produce varieties of rapidly-growing fish for "fish farmers."

The Information and Education Division generates interest in the preservation and enjoyment of fish and game. The Commission publishes "Fishing and Hunting in Arkansas," "A Guide to Fishing in Arkansas," "Game Fish of Arkansas," "Arkansas Birds," "Arkansas Game and Fish Regulations," etc. The Game and Fish Commission shares equally with the Publicity and Parks Commission the expense of "Fishing and Hunting in Arkansas."

Other Agencies

GEOLOGICAL AND CONSERVATION COMMISSION.—This Commission is charged by law with responsibility for the preparation of an official State plan to develop the physical resources of Arkansas, including the State parks.

ARKANSAS FORESTRY COMMISSION.—This Commission provides services and technical assistance to the Publicity and Parks Commission in the propagation, planting, and protection of trees in the State parks. Protection from forest and grass fires is the most important service rendered by the Forestry Commission.

ARKANSAS INDUSTRIAL DEVELOPMENT COMMISSION.—This Commission is engaged in the work of promoting Arkansas as a place for industry to locate. It coordinates its programs with those of the Publicity and Parks Commission.

STATE HIGHWAY DEPARTMENT.—This Department maintains cooperative relationships with the Publicity and Parks Commission through the maintenance of park roads and in ascertaining the degree of park use by means of traffic checks, and with the Game and Fish Commission as an aid in the construction of a 3,500-acre fishing lake.

CALIFORNIA

The Departments of Parks and Recreation, Conservation, Water Resources, and Fish and Game, all within the State Resources Agency, are responsible for the development of California's outdoor recreation facilities. Seven other departments and agencies are concerned with recreation policy and will be discussed briefly. In 1957, the California Legislature, recognizing that the demand for outdoor recreation had become greater than the facilities available, provided for the making of a statewide California Public Outdoor Recreation Plan for the next 20 years. The work was directed by a committee of the principal State agencies concerned; some 160 organizations (mainly nongovernmental) interested in recreation and other land uses also participated. The studies for the plan were broad and embraced most activities involving "the use of the outdoor environment for enjoyment and well-being." The California Public Outdoor Recreation Plan was published in two parts in 1960.

Resources Agency

The 1961 legislature established the Resources Agency in which four resource departments and two boards are grouped: the Department of Parks and Recreation, which contains the Divisions of Beaches and Parks, Small Craft Harbors, and Recreation; the Department of Conservation with the Divisions of Forestry, Soil Conservation, Mines and Geology, and Oil and Gas; the Department of Water Resources; the Department of Fish and Game; the State Water Pollution Control Boards; and the State Water Rights Board.

The agency is headed by an agency administrator appointed by the Governor with senate confirmation. He is a member of the Governor's cabinet and the departments operate under his general supervision and direction.

Under the regrouping, the former Department of Natural Resources, which was established in 1927 and contained seven divisions, is divided into two departments, the Department of Parks and Recreation, with the three divisions having primary recreation responsibilities, and the Department of Conservation, with the four major resource divisions.

Each department and division having recreation responsibilities will be dealt with separately.

Department of Parks and Recreation

Division of beaches and parks

AUTHORITY.—The authority of the Department of Parks and Recreation extends to the administration, development, and control of the State park system. In 1945, the legislature changed the name of the Division of Parks to the Division of Beaches and Parks which is continued under the new Department of Parks and Recreation. The Division's functions

are "to acquire, protect, develop, and interpret for the inspiration, use, and enjoyment of the people of the State a well-balanced system of areas of outstanding scenic, recreation, and historic importance. These areas shall be held in trust in the State park system as irreplaceable portions of California's natural and historic heritage." All units which are or shall become a part of the California State park system are classified by the State Park Commission into one of the following categories: (1) State parks; (2) scenic or scientific reserves; (3) historical units; (4) State recreation areas; and (5) State beaches.

ORGANIZATION.—The Division of Beaches and Parks is headed by a chief, appointed by the Governor and responsible to the director of the department. He is aided by a State Park Commission composed of seven persons appointed by the Governor with senate approval for staggered 4-year terms. In 1959, the legislature made many broad changes with regard to the administration of State parks. The major change was to convert the State Park Commission into a policymaking commission, advisory to the director of the Department and the chief of the division of beaches and parks, rather than an administrative commission of the State park system, as had been its function since its creation in 1927. The Commission is charged with formulating general policies for the guidance of the director and the chief of the Division of Beaches and Parks.

Oil royalties were used to aid in financing the Division of Beaches and Parks. From 1956 to 1961, the legislature appropriated \$63 million of oil royalty funds for a 5-year acquisition and development program for parks and recreation areas. During this same period \$33 million was appropriated for operational purposes. Due to reduced oil royalty revenues, the 1961 legislature made the Division of Beaches and Parks a general fund agency. With approval of the Department of Finance and the Public Works Board, the Division may acquire property by eminent domain, accept gifts of property or money, and may enter into lease and easement arrangements.

PROGRAMS AND ACTIVITIES.—The first legislative appropriation for a State park was made in 1901 with the appropriation of \$250,000 for the acquisition of California Redwood Park at Big Basin to be "a pleasuring ground for the people."

There are 77 State-owned beaches or coastal park areas. The Division operates 56 beaches or coastal park areas. About 72 percent of California's shoreline is privately owned. Of the remaining 28 percent, 13 percent representing some 135 miles, is within the California State park system. About 3 percent, or 30 miles, of shoreline is in the Division's current acquisition program. The remaining 12 percent of beach or waterfront in California that is now in public ownership is distributed among cities and counties and the Federal Government.

Many beaches are operated by other agencies of government than the Division. In some cases the State of California has purchased the beaches and has operating agreements with cities, e.g., Santa Monica, or with county, park, and recreation agencies, as with the county of Los Angeles.

The Division has spent about \$8 million on beach development within the State park system, in addition to the acquisition program. This has provided, currently, about 1,400 campsites, 1,200 picnic units, 170 trailer units, and 8,500 parking spaces, with a number of boat-launching facilities and boat basins.

The Corps of Engineers has completed studies of measures needed to correct further beach erosion. The Division is preparing to participate with the Departments of Parks and Recreation and Water Resources in the Federal cooperative projects to build up or, rebuild beaches, or halt further erosion. In the recreation survey made by the National Park Service of the coastline areas, 13 areas were recommended for acquisition in the State of California. So far four of them have been acquired and two more are in the acquisition program.

The future program for development looks toward the solution of the camping problem along the ocean shore as well as in the inland, mountain, and desert parks.

In 1956, a 5-year master plan which recommended that camping units be increased from the 2,705 existing in 1955 to 6,140 by 1961 was adopted by the State Park Commission. The plan is being carried out on schedule; however, recent shortages in oil royalties may curtail progress. Material progress has been made in acquiring and developing inland parks and recreation areas as well as some historical monuments.

A bond issue is being considered for the State ballot in 1962 for \$150 million to acquire and develop land for State parks and recreation areas, with a percentage to be allocated to local and regional programs to help meet urban recreation needs.

Division of recreation

AUTHORITY.—The Division of Recreation was created in September 1959, replacing the California Recreation Commission. The chief function of the Division is to work with local governments to advise them on how to develop or improve their recreation programs. The Division may aid and encourage, but not conduct, public recreation activities. Operating under this legislative mandate, the Division has done primarily consulting work. It is also charged with considering the problem of recreation in California, especially in relation to children and youth, as well as with formulating a comprehensive recreation program for the State.

ORGANIZATION.—The Division of Recreation is administered by a chief appointed by the Governor with senate confirmation. The chief serves at the pleasure of the director of the Department of Parks and Recreation and is responsible to the director and to the Recreation Commission on policy matters.

The Recreation Commission is composed of seven members, selected by the Governor and approved by

the senate, who serve for 4-year terms on a staggered basis. The chairman of the Recreation Commission is a member of the Governor's advisory committee on children and youth.

PROGRAMS AND ACTIVITIES.—The Division has extensive dealings with the Departments of Education, Welfare, Water Resources, and Corrections, with the Citizens Advisory Committee on Aging, the Youth Authority, the University of California, and other Divisions of the Department of Parks and Recreation. The great bulk of its business is conducted in consultation and advice to counties, cities, parks, and other special districts, school districts, Federal agencies, and numerous out-of-State agencies. Voluntary agencies, private colleges and universities, commercial and industrial groups, and other organizations are served by the Division. The Division has authority to encourage, assist, and coordinate recreation programs at Federal, State, and local levels.

Division of small craft harbors

AUTHORITY.—The State legislature, in 1957, amended the Public Resources Code of the State to establish the Division of Small Craft Harbors. It transferred the functions of harbor planning and development, formerly assigned to the State Lands Division, to the new Division.

The Division is in charge of the registration and regulation of boating equipment and safety in State waters.

Responsibility for policy direction of this recreation boating program was vested in the Small Craft Harbors Commission. The Division of Small Craft Harbors does not exercise enforcement powers. This is done by the peace officers of the State, primarily the county sheriff's departments. The Division's function is to see that these peace officers understand the laws that have been enacted and the regulations that have been adopted to govern boating operations in the State.

The small craft harbors law provided for planning loans to cities, counties, or districts having power to acquire, construct, and operate small craft harbors. Shortly after the first planning loans were granted in 1958, the legislature made available from the California Water Fund, which was derived from the tide-land oil royalties, the sum of \$5 million to be used for small craft harbor construction loans. In 1959, a \$10 million bond issue was approved to provide additional funds for harbor loan purposes. The Division has a continuing annual appropriation from the unclaimed, nonhighway-gas-tax fund of \$750,000 which is used for operational and loan purposes. This is known as the Small Craft Harbor Revolving Fund.

ORGANIZATION.—The Division of Small Craft Harbors is administered by a chief under the supervision of the director of Parks and Recreation in accordance with policies developed by the Small Craft Harbors Commission.

The Governor appoints the Commission which is composed of seven persons who serve for terms of 4 years.

PROGRAMS AND ACTIVITIES.—The Division of Small Craft Harbors is now working closely with many other State agencies, such as the Division of Beaches and Parks, regarding boating facilities within the State park system; the Department of Public Works, regarding construction projects as related to boating; and the Fish and Game Department, especially the Wildlife Conservation Board, regarding the effects of harbor development and boating upon fishing resources.

The various projects with which the Division is now concerned in one way or another are located on the Colorado River, about five of the large inland lakes, the Sacramento-San Joaquin Delta Waterways, and the San Francisco Bay Area, as well as along the coast. It is hoped that the Division will soon be in a position to develop several "harbors of refuge" in critical areas along the California coast.

Department of Conservation

Division of forestry

AUTHORITY.—The Board of Forestry formulates the general policies, determines the protection areas, and approves administrative sites. The Division of Forestry administers the laws for the prevention and suppression of forest fires, enforces fire laws, operates the State nurseries, administers the State forest practice rules, and cooperates with the livestock industry on range improvement projects. The Division conducts a comprehensive research program in the fields of soil, timber, and fire in cooperation with the Pacific Southwest Forest and Range Experiment Station and the University of California.

ORGANIZATION.—The Division is headed by the State forester responsible to the director of the Department. The State forester is a civil service employee and must be professionally trained. He is aided by the Board of Forestry of seven members appointed by the Governor with the advice and consent of the senate. Board members serve 4-year terms on a staggered basis.

PROGRAMS AND ACTIVITIES.—The Division of Forestry manages over 70,000 acres in eight forests, primarily as management demonstration areas. It prevents and suppresses fires in the timber and watershed areas of the State that are not under jurisdiction of the Federal Government. It manages State forests, protects forests from insects and diseases, conducts reforestation projects, and administers the Forest Practices Act. The Division leases to youth-servicing agencies of the bay area an established camp facility in the Jackson State Forest of the Redwood region.

The California Outdoor Recreation Plan, Part II, recommends that: "In recognition of the multiple-use principle, the Division of Forestry should develop picnicking and camping facilities in those areas where such facilities are compatible with the forest management program as enunciated in State forest legislation." Budgetary limitations thus far have not permitted full implementation of this principle.

Department of Fish and Game

AUTHORITY.—In 1927, the Division of Fish and Game, now a Department, was created to execute the policies and programs of the Fish and Game Commission which was founded in 1870 as a Fish Commission with three members. The constitution of California establishes the right of the people to fish in State waters.

The Commission makes all fish and game regulations for the noncommercial taking of fish and game and for specific species (oysters, shrimps, etc.) as empowered by the legislature. It also makes and enforces rules governing the use of explosives in State waters, the importation of commercial species, the taking and processing of abalone, the harvesting of kelp, and the commercial sale of imported sport fish. The primary duty of the Commission is to perpetuate, manage, and, where possible, increase the wildlife resources of California.

The Commission has adopted a number of policies (on wilderness areas, withdrawal of public lands for fish and wildlife purposes, cooperation with other governmental agencies, and water) to guide the Department in fish and wildlife conservation and in the administration of outdoor recreation relating thereto. Under authority granted by the Commission and the legislature, the Department regulates the taking of fish and game and enforces these regulations through licensing. By law and policy, the Department's responsibilities are directly related to basic conservation and protection of fish and wildlife resources.

ORGANIZATION.—The present structure of the Fish and Game Commission was created in 1940 by a constitutional amendment. The Commission is composed of five members, appointed by the Governor with senate approval, for staggered terms of 6 years. The commission selects its own chairman.

The director of the Department of Fish and Game which administers the policies and programs of the Commission is appointed by and serves at the pleasure of the Governor. He is a member of the Governor's council and advises him on fish and game matters.

The Department is financed primarily by the Fish and Game Preservation Fund, which consists principally of hunting and fishing license fees.

Within the Department is a marine research committee, composed of nine citizens appointed by the Governor for 2-year terms. This committee coordinates research work on marine resources conducted cooperatively by a variety of State, Federal, and private agencies.

PROGRAMS AND ACTIVITIES.—The Department operates 17 fish hatcheries, 8 game farms, 6 waterfowl-management areas, 3 deer-management areas, and 3 stream-improvement areas. It also conducts extensive research activities, assists in the development of commercial fish and marine life, cooperates with other agencies in maintaining and developing fisheries and game habitat in other State projects, and enforces seasons and bag limits.

Wildlife Conservation Board

AUTHORITY.—The Wildlife Conservation Board was created in 1947. The authorizing legislation provides that the Board will carry out a single coordinated program for the acquisition of lands and facilities that are suitable both for recreation purposes and for the conservation, propagation, and utilization of the fish and game resources of the State.

ORGANIZATION.—The Board is composed of the president of the Fish and Game Commission and the directors of the Departments of Finance and Fish and Game. Its three-man staff is a part of the Department of Fish and Game for administrative purposes and coordination of activities. Meeting with the Board regularly as advisors are members of the Joint Legislative Interim Advisory Committee, comprised of three members of the State senate and three members of the assembly.

The Board's program is financed by a fixed legislative appropriation of \$750,000 a year from the State's general fund.

PROGRAMS AND ACTIVITIES.—About \$15,750,000 for capital outlay purposes has been allocated by the Wildlife Conservation Board for building or modernizing hatcheries, for purchase and operation of tank trucks for fish planting, and for other items related to the catchable-trout program. A second major program of the Board has been the acquisition and development of waterfowl-management areas.

In addition, other moneys have been spent for warmwater fishing projects, streamflow maintenance and improvement, fish screens and ladders, and various upland game projects.

In recent years, the Board has concentrated more upon the problems of access for fishermen to coastal and inland waters. All programs and projects of the Wildlife Conservation Board are in cooperation with the Department of Fish and Game, which operates and maintains many of the facilities provided. Where it is appropriate and feasible, operation and maintenance is turned over to local units of government. The Board's overall program for the future is aimed at increasing fish and game resources as well as encouraging a wider use of wildlife resources.

In September 1960, the Board approved a new fishing pier policy to guide its future decisions with respect to the construction of such projects. The new fishing pier policy includes a provision that no charge for pier access or fishing should be made.

Department of Water Resources

AUTHORITY.—In 1947, the legislature directed the Department of Water Resources to give full consideration to fish, wildlife, and recreation uses of water. The Department has the authority to plan recreation development associated with State-constructed water projects and to acquire land necessary to implement and execute plans for such development pursuant to specific legislative authorization. With the approval of the Department of Finance, it may acquire, by eminent domain or otherwise, either in fee or in any lesser estate or interest, any real property for recreation development associated with State-constructed

water projects. The Department is authorized to make State grants to local public agencies for project costs allocated to recreation or fish and wildlife enhancement at any one local water development project not in excess of \$300,000. Grants in excess of \$300,000 for any one project may be made by the Department only upon specific authorization of the legislature.

ORGANIZATION.—The Department is headed by a director who serves at the pleasure of the Governor. He is assisted by three deputy directors and a chief engineer. The Department consists of four Divisions: (1) Resources Planning; (2) Design and Construction; (3) Operations; and (4) Administration. The Division of Resources Planning and various branch and district offices are charged with the total development of facilities primarily used for recreation at State-constructed water resources development projects.

PROGRAMS AND ACTIVITIES.—This Department has, after more than 10 years of studies and investigations, developed the California Water Plan, a comprehensive engineering outline of the works needed and methods of redistribution of the State's water supplies to meet future needs. The California Water Plan was adopted by the 1959 legislature to serve as a guide for future water development in the State by all agencies, Federal, State, and local.

The 1959 legislature also authorized the California Water Development System to be constructed by the State. This program includes provision for assisting local agencies, through loans, in financing local water development projects and, through grants, encouraging recreation development at these projects. The general obligation bonds in the amount of \$1.75 billion to provide the major source of financing for this program were ratified by the voters in the 1960 general election.

The money will finance construction of a vast water supply system, including dams and aqueducts to carry surplus water from the north to as far south as San Diego. This project will provide potential for water-associated recreation.

With a specific water resources development system, embracing some 20 dams and 600 miles of canals, now authorized, the Department of Water Resources, in cooperation with the Departments of Fish and Game and Parks and Recreation, is preparing plans for developing the recreation potential of the system, and is purchasing recreation lands concurrently with lands for project purposes.

Other Agencies

DEPARTMENT OF PUBLIC WORKS.—The Division of Highways of this Department is responsible for the planning, development, and maintenance of the State's highway system. This system of highways provides the major access routes to the State's recreation and scenic areas. The Division of Architecture designs buildings for State parks and other recreation structures.

BUREAU OF HEALTH EDUCATION, PHYSICAL EDUCATION, AND RECREATION.—This Bureau has general supervision over the programs of health,

physical education, and recreation conducted by the public schools in the State. The Bureau has been mainly concerned with problems relating to services provided by schools, whereas the Division of Recreation of the Department of Parks and Recreation has directed its efforts largely toward providing services to cities, counties, and special recreation districts.

STATE LANDS COMMISSION.—The Commission is composed of the Lieutenant Governor, the State controller, and the director of the Department of Finance. This Commission has jurisdiction over many million acres of tidal and submerged lands, navigable inland waters, and approximately 600,000 acres of vacant State school land. The State Lands Division administers these lands for the Commission through leases and use-permits for such varied activities as production (principally oil and gas), grazing, and recreation and commercial or industrial use. The Commission has authority to acquire access to its public lands by purchase, gift, condemnation, or otherwise.

The Commission has not undertaken any recreation management of its lands, but instead has encouraged

public and private development through leases and permits for use of tidal and submerged lands and leases and sales of vacant State school lands. It is from the submerged lands administered by this Division that most of the oil royalties accrue. Of the oil royalties, \$15,500,000 are allocated to the general fund, while the balance, with a few minor exceptions, is allocated to the California Water Fund.

WATER POLLUTION CONTROL BOARDS.—In 1949, the State legislature created a State Water Pollution Control Board and nine regional control boards. This legislation has brought about material improvement in the quality of stream, bay, and coastal waters of the State. The Board has made a comprehensive study of the qualitative requirements for recreation use of waters of the State.

DEPARTMENT OF HEALTH.—This Department is mainly concerned with sanitation and water pollution problems in recreational facilities. It is also concerned with health standards in children's recreation programs.

COLORADO

The principal agencies in Colorado which administer outdoor recreation resources are the State Game and Fish Commission and the State Park and Recreation Board. These agencies are in the Department of Natural Resources, created in 1957.

State Game and Fish Commission

AUTHORITY.—The Commission's responsibilities for recreation resources are carried out through the raising and distributing of fish, building dams and reservoirs for maintaining fish population, improving game habitat, establishing game refuges and public hunting grounds, determining fishing and hunting seasons, and enforcing game and fish laws.

ORGANIZATION.—The Governor appoints eight members of the Commission. He is an ex officio member of the Commission. The commissioners serve for 6-year staggered terms of office. Each member is required to be well-informed on wildlife conservation and restoration. Members serve without pay but are reimbursed for expenses incurred. The State is divided into eight districts and one member of the Commission must be appointed from each of the districts. The members must reside in their districts at the time of appointment and during their term of office. At least one member is a landowner actively engaged in livestock raising in his district.

The director of the Fish and Game Department is appointed by the Commission from a civil service roster. He is a civil service employee who plans, organizes, and directs the functions of the Department. One assistant director supervises management functions and another supervises research functions.

There are five Divisions: (1) Business Administration; (2) Information and Education; (3) Land Acquisition and Development; (4) Management; and (5) Research. The Management Division consists of four regional game and fish managers who manage all regional game and fish operations.

The Department is financed by legislative appropriations. The legislature reappropriates from the revenues derived from fees and licenses.

PROGRAMS AND ACTIVITIES.—The Game and Fish Department has recently been put into a new Department of Natural Resources; hence, there are some relationships which need to be worked out further.

The Colorado Game and Fish Department has both 5- and 10-year plans for the development of the State's wildlife resources.

The Game and Fish Department cooperates with many agencies, both public and private, including the U.S. Fish and Wildlife Service, the Bureau of Reclamation, and the Corps of Engineers. It cooperates at the State level with all agencies concerned with natural resources, such as the Oil and Gas Commission and the State Land Department. Co-

operation with private persons or groups is extended whenever their activities bear on wildlife resources.

The Department distributes many publications among which are: "Tips on Hunting and Fishing," "Fishing Waters of Colorado," "Warm Water Fishing in Colorado," "Game Birds of Colorado," "Annual Report," and "Colorado Outdoors."

The Department's information and education program is presented through newspapers, magazines, public appearances, exhibits, radio and television, and planned training sessions. Organized education programs are presented in schools and to youth groups.

State Park and Recreation Board

AUTHORITY.—The Board is charged with the responsibility for the development of State parks, State recreation areas, and waysides. It is vested with power to make expenditures to acquire, to care for, and to control and develop land for recreation purposes. However, the Board does not have the power of eminent domain. It encourages the development of public parks or recreation facilities in political subdivisions of the State, provided that the Board does not spend State funds for such local developments.

ORGANIZATION.—The Board is presently composed of seven members appointed by the Governor, three from the State-at-large and one from each of the four congressional districts. Board members serve without compensation for a 6-year term of office. A director, appointed by the Board, is the Administrator. There are four sections of the Department: (1) Boat Licensing; (2) Administration; (3) Operations; and (4) Development.

The Board is financed by appropriations; fees from boating, camping, and parking; concessions; and income from rentals.

PROGRAMS AND ACTIVITIES.—Since the agency is new, it has been concerned with developing its program. Seven State recreation areas have been developed and are operated by the Board; two land areas for State park purposes have been acquired, but not developed.

In 1959, the State Park and Recreation Board assumed the administrative control of the first three units of the new Colorado State Park System. These are designated State recreation areas but none of them are owned by the State. The first is a 37,650-acre area which includes the 750-acre Cherry Creek Reservoir, a flood control project leased from the Corps of Engineers, located 15 miles from Denver. The second is the 2,220-acre Antero domestic water reservoir and a 360-acre shore area leased from the Denver Water Board, located near the center of the State. The third is an 1,800-acre area on the Grand Mesa in Western Colorado, leased from the Bureau of Reclamation. The area, on which a 980-acre reservoir is completed, serves multiple recreation

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A number of State wayside parks have been established. These are maintained locally, frequently by service clubs. The development of wayside parks has been greatly facilitated by honor work camp crews from the State Reformatory.

Other Agencies

STATE HISTORICAL SOCIETY.—The Society operates and maintains five historical sites and the Colorado State Museum. Facilities for picnicking are provided at three of the locations.

DEPARTMENT OF HIGHWAYS.—This Department maintains 200 turnoffs where a picnic table or two and trash disposal facilities are provided. The State waysides are established by the State Park and Recreation Board.

STATE BOARD OF LAND COMMISSIONERS.—This Board has under its jurisdiction the one State forest of Colorado. The forest is maintained for timber operation, but plans are being developed whereby recreation facilities, such as campsites, will be established by the Park and Recreation Board. Under similar arrangements the State Game and Fish Department will stock fish.

STATE INTERAGENCY COMMITTEE ON STATE PARKS AND RECREATION.—This Committee is charged with coordinating park and recreation functions of the State government and serves as an advisory committee to the Park and Recreation Board.

COLORADO VISITORS BUREAU.—This agency promotes travel to Colorado. According to the Bureau, tourists represent the State's second largest industry, with livestock and agriculture first. Winter skiing is the big tourist attraction.

CONNECTICUT

Outdoor recreation in Connecticut is the primary responsibility of two agencies. The Connecticut State Park and Forest Commission has charge of the operation of parks for recreation use and the maintenance of forests for economic benefit. The responsibilities of the Connecticut State Board of Fisheries and Game encompass both conservation and recreation. Both agencies come under the budgetary direction of a commissioner for agriculture, conservation, and natural resources, established in 1959; however, the agencies continue to exist as separate and autonomous units and will be treated in this report as such.

Park and Forest Commission

AUTHORITY.—The Commission was created in 1921 as a consolidation of the State forest system and the State park system. The Commission is empowered to acquire and make available to the public open spaces for recreation (including acquisition by condemnation); to make regulations for the maintenance of order, safety, and sanitation in parks and forests; to grant licenses for use of portions of parks or forests; to lease campsites for limited periods and grant other leases for public purposes with the permission of the Governor; to receive, in trust, lands or moneys; to collect parking fees and contract with concessionaires and others for revenue; and to deal with Federal agencies and accept grants. There are numerous additional authorizations covering matters such as forest protection and management.

ORGANIZATION.—The Commission has a total membership of six persons appointed by the Governor and legislature, who serve without compensation for 6-year staggered terms of office. The Commission appoints a director who is the executive officer and secretary to the Commission. The Commission may delegate to the director any of its powers or duties.

Assisting the director are two sections: (1) administration; and (2) procurement and maintenance. The former performs accounting, fiscal, budgetary, and personnel functions, while the latter procures supplies and equipment for the operation of parks and forests, repairs and maintains motor vehicles and other equipment, receives, treats, and stores lumber from the forests, and does carpentry and blacksmith work.

Under the director are two Divisions: (1) the Division of Parks; and (2) the Division of Forestry. Each Division operates through a field organization of its own, consisting of regions headed by a district supervisor and regional subdivisions headed by park rangers and forest rangers respectively.

The Commission derives its revenue from the State general fund through legislative appropriation. Prior to 1955, income to the Commission from fees, charges, etc., was covered into a special fund managed entirely by the Commission. Such revenues are now covered into the general fund.

PROGRAMS AND ACTIVITIES.—The emphasis of Connecticut's park program is upon recreation areas for large numbers of people to picnic, boat, swim,

hike, and camp. Most of the parks are located on water, while some are to be found on mountaintops or overlooks. It is the policy of the Commission to develop and manage the parks in such a way as to provide facilities for simpler forms of outdoor recreation with an avoidance of activities usually associated with commercial developments or municipal parks.

Forest management activities include planting, improving, and harvesting as well as the encouragement of the use of the woodlands for recreation use by the provision of picnic, hiking, and sanitary facilities. The Forestry Division cooperates with the Board of Fisheries and Game in wildlife conservation activities in the woodlands.

The Commission is presently seeking to acquire some 75,000 acres of additional forest land as well as lands along shores and major rivers for parks. To date, however, funds have been sufficient only for operation and maintenance of existing facilities. The planning agency of the State, the Connecticut Development Commission, has identified several park regions which should be acquired for future development. In addition, the State has yet to acquire its share of the projected Taconic Tri-State Park, a proposed 40,000-acre park bordering on Connecticut, Massachusetts, and New York.

Cooperation between the Commission and community recreation planners has been stimulated recently as a result of a special fund, the Seymour Trust Fund, established under the will of a private person and enacted into law by the State legislature. The legal provisions are such that the Commission may use the revenues from the fund, which are substantial, to make grants to local communities for the purchase of parks, the title to such parks to revert to the Commission in cases where the local government is unable to maintain the area properly. Six such parks have been established to date.

Board of Fisheries and Game

AUTHORITY.—The Board of Fisheries and Game dates from 1866 when the assembly created a Fish Commission of two members to protect anadromous fish in the Connecticut River and cooperate with other States for restoration of anadromous fish. After several reorganizations, a Commission of Fisheries and Game was established in 1895 and some form of commission has existed since that time. The present constitution of the Commission was established in 1953. The Board operates under general statutory provisions found in the general statutes of Connecticut. The Board is responsible for enforcing the fish and game laws; for supervising hatchery and retaining ponds; and for the introduction, procuring, and distribution of fish and game adapted to the waters and lands of the State. The Board may acquire by gift, lease, purchase, or agreement, fishing, hunting, trapping, or shooting rights or privileges on any land or water and may make regulations for the use of such areas, including closing,

physical education, and recreation conducted by the public schools in the State. The Bureau has been mainly concerned with problems relating to services provided by schools, whereas the Division of Recreation of the Department of Parks and Recreation has directed its efforts largely toward providing services to cities, counties, and special recreation districts.

STATE LANDS COMMISSION.—The Commission is composed of the Lieutenant Governor, the State controller, and the director of the Department of Finance. This Commission has jurisdiction over many million acres of tidal and submerged lands, navigable inland waters, and approximately 600,000 acres of vacant State school land. The State Lands Division administers these lands for the Commission through leases and use-permits for such varied activities as production (principally oil and gas), grazing, and recreation and commercial or industrial use. The Commission has authority to acquire access to its public lands by purchase, gift, condemnation, or otherwise.

The Commission has not undertaken any recreation management of its lands, but instead has encouraged

public and private development through leases and permits for use of tidal and submerged lands and leases and sales of vacant State school lands. It is from the submerged lands administered by this Division that most of the oil royalties accrue. Of the oil royalties, \$15,500,000 are allocated to the general fund, while the balance, with a few minor exceptions, is allocated to the California Water Fund.

WATER POLLUTION CONTROL BOARDS.—In 1949, the State legislature created a State Water Pollution Control Board and nine regional control boards. This legislation has brought about material improvement in the quality of stream, bay, and coastal waters of the State. The Board has made a comprehensive study of the qualitative requirements for recreation use of waters of the State.

DEPARTMENT OF HEALTH.—This Department is mainly concerned with sanitation and water pollution problems in recreational facilities. It is also concerned with health standards in children's recreation programs.

COLORADO

The principal agencies in Colorado which administer outdoor recreation resources are the State Game and Fish Commission and the State Park and Recreation Board. These agencies are in the Department of Natural Resources, created in 1957.

State Game and Fish Commission

AUTHORITY.—The Commission's responsibilities for recreation resources are carried out through the raising and distributing of fish, building dams and reservoirs for maintaining fish population, improving game habitat, establishing game refuges and public hunting grounds, determining fishing and hunting seasons, and enforcing game and fish laws.

ORGANIZATION.—The Governor appoints eight members of the Commission. He is an ex officio member of the Commission. The commissioners serve for 6-year staggered terms of office. Each member is required to be well-informed on wildlife conservation and restoration. Members serve without pay but are reimbursed for expenses incurred. The State is divided into eight districts and one member of the Commission must be appointed from each of the districts. The members must reside in their districts at the time of appointment and during their term of office. At least one member is a landowner actively engaged in livestock raising in his district.

The director of the Fish and Game Department is appointed by the Commission from a civil service roster. He is a civil service employee who plans, organizes, and directs the functions of the Department. One assistant director supervises management functions and another supervises research functions.

There are five Divisions: (1) Business Administration; (2) Information and Education; (3) Land Acquisition and Development; (4) Management; and (5) Research. The Management Division consists of four regional game and fish managers who manage all regional game and fish operations.

The Department is financed by legislative appropriations. The legislature reappropriates from the revenues derived from fees and licenses.

PROGRAMS AND ACTIVITIES.—The Game and Fish Department has recently been put into a new Department of Natural Resources; hence, there are some relationships which need to be worked out further.

The Colorado Game and Fish Department has both 5- and 10-year plans for the development of the State's wildlife resources.

The Game and Fish Department cooperates with many agencies, both public and private, including the U.S. Fish and Wildlife Service, the Bureau of Reclamation, and the Corps of Engineers. It cooperates at the State level with all agencies concerned with natural resources, such as the Oil and Gas Commission and the State Land Department. Co-

operation with private persons or groups is extended whenever their activities bear on wildlife resources.

The Department distributes many publications among which are: "Tips on Hunting and Fishing," "Fishing Waters of Colorado," "Warm Water Fishing in Colorado," "Game Birds of Colorado," "Annual Report," and "Colorado Outdoors."

The Department's information and education program is presented through newspapers, magazines, public appearances, exhibits, radio and television, and planned training sessions. Organized education programs are presented in schools and to youth groups.

State Park and Recreation Board

AUTHORITY.—The Board is charged with the responsibility for the development of State parks, State recreation areas, and waysides. It is vested with power to make expenditures to acquire, to care for, and to control and develop land for recreation purposes. However, the Board does not have the power of eminent domain. It encourages the development of public parks or recreation facilities in political subdivisions of the State, provided that the Board does not spend State funds for such local developments.

ORGANIZATION.—The Board is presently composed of seven members appointed by the Governor, three from the State-at-large and one from each of the four congressional districts. Board members serve without compensation for a 6-year term of office. A director, appointed by the Board, is the Administrator. There are four sections of the Department: (1) Boat Licensing; (2) Administration; (3) Operations; and (4) Development.

The Board is financed by appropriations; fees from boating, camping, and parking; concessions; and income from rentals.

PROGRAMS AND ACTIVITIES.—Since the agency is new, it has been concerned with developing its program. Seven State recreation areas have been developed and are operated by the Board; two land areas for State park purposes have been acquired, but not developed.

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ORGANIZATION.—The Commission has a total membership of six persons appointed by the Governor and legislature, who serve without compensation for 6-year staggered terms of office. The Commission appoints a director who is the executive officer and secretary to the Commission. The Commission may delegate to the director any of its powers or duties.

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Under the director are two Divisions: (1) the Division of Parks; and (2) the Division of Forestry. Each Division operates through a field organization of its own, consisting of regions headed by a district supervisor and regional subdivisions headed by park rangers and forest rangers respectively.

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open seasons, requirement of permits, method of taking, and limits of fish and game taken.

ORGANIZATION.—The Board consists of five members appointed by the Governor for 5-year staggered terms. There are no stipulations as to qualifications. The Board appoints a director and an assistant director. The director is, by statute, required to conduct all business of the Board. There are six Divisions: (1) Fish; (2) Game; (3) Law Enforcement; (4) Education and Information; (5) Administration; and (6) Land Acquisition. The State is divided into four conservation districts, each headed by a district supervisor and having a normal complement of one fishery biologist, one game biologist, one conservation officer grade II, and five conservation officers grade I. These conservation districts are under the supervision of the assistant director. Technical direction to the field is supplied by chiefs of the Divisions of Fish, Game, Law Enforcement, Education and Information, and Land Acquisition. The Game and Fish Divisions each have a section devoted to animal propagation or culture and a section devoted to wildlife management.

Prior to 1959, the agency was financed primarily by receipts from fishing, hunting, and trapping licenses covered into a dedicated fish and game fund. In 1959, the dedicated fund was abolished by the State legislature and appropriations are now made from the State's general fund, although the legislation committed the State to appropriate to the Board the amounts of estimated receipts from the licenses and permits.

PROGRAMS and ACTIVITIES.—Compared with many other States, there are not large numbers of hunters and fishermen in Connecticut—134,426 hunting, fishing, and trapping licenses of all kinds were sold in 1960 (compared with 103,223 in 1950). Much of the hunting activity takes place on private lands on a permit-required basis, under agreement between the landowner and the Board. However, some 60,000 acres of State-owned and leased hunting areas were operated in 1960 together with about 160 miles of

streams, on which the Board has purchased permanent fishing easements with the help of Federal-aid funds. More than 118,000 acres in State forests are open to hunting. In addition, the Board is continuing to acquire access areas on sizable lakes and ponds, major rivers, and Long Island Sound.

The Board of Fisheries and Game cooperates very closely with approximately 120 sportsmen's clubs which are organized into a State League of Sportsmen's Clubs. The Board also cooperates with local governments by stocking city-owned children's fishing ponds with fish. The 1961 session of the general assembly provided the Board with a budgetary nucleus to put underway a long-sought marine program. This was done in an awareness of the ever-increasing interest in salt-water fishing, both recreation and commercial.

Other Agencies

STATE HIGHWAY DEPARTMENT.—Although no specific statutory authority exists for the program, the State Highway Department maintains a roadside development and maintenance unit which designs and develops roadside rest and picnic areas. The first such area opened in 1928, and is claimed to be the first in the United States.

STATE DEPARTMENT OF HEALTH.—The Department of Health supervises and certifies public water supplies and sanitary facilities.

WATER RESOURCES COMMISSION.—The Water Resources Commission is the State agency having control of water pollution laws and their enforcement as well as the supervision of water control structures.

STATE DEVELOPMENT COMMISSION.—The State Development Commission has undertaken to sponsor regional planning throughout the State, including planning for outdoor recreation needs.

DELAWARE

The administration of outdoor recreation in Delaware involves the Board of Game and Fish Commissioners; the State Park Commission; the State Forestry Department, and the State Highway Commission.

Board of Game and Fish Commissioners

AUTHORITY.—The Board of Game and Fish Commissioners was created in 1911. It is engaged in the enforcement of the game and fish laws and has the power of arrest for violation of its regulations. It fixes seasons, regulates the limit of catch, and the use of game refuges. It acquires lands, marshes, or waters suitable for fish, nursery ponds, and game farms, and stocks both public and private lands with wildlife. It has the additional duty of issuing licenses for dogs, and for hunting and fishing. It regulates the use of small power boats on inland lakes and nontidal streams. In conjunction with its wildlife conservation program, the Board has established and operates picnic areas and other places for swimming, boating, and other outdoor activities.

ORGANIZATION.—The Board of Game and Fish Commissioners is composed of three members, one from each of the three counties of Delaware, appointed for staggered 6-year terms by the Governor. Each member receives \$300 annual salary and expenses. No more than two of the commissioners may be of the same political party, and all are required to have an interest in the conservation of wildlife. The commission elects its president and appoints a director, who is responsible to it. Under the director, there are: (1) a regional supervisor who heads a Protection Division; (2) a chief of Game and Fish Management; (3) a chief of Information and Education; and (4) a Division of Office Administration. There is no merit system covering Commission employees.

The legislature spells out the general policy governing the operation of the agency. The Board seeks the Governor's approval for its budget, but is not otherwise formally responsible to him. The Board is supported by legislative appropriations, receipts from fishing and hunting licenses, receipts from dog licenses, fines, and Federal aid.

PROGRAMS AND ACTIVITIES.—In 1949, a 5-year plan for improving the wetland and upland game preserves was instituted. Federal grants helped to achieve the aims of this program. In 1954, a second 5-year plan was instituted, aimed not only toward improving wildlife and fishery resources, but also to giving to the general public more and better facilities for boating, swimming, and picnicking. The acquisition of access strips so that the Delaware River and Bay, other rivers and bays, and the Atlantic Ocean could be reached more readily by small boats has aided water recreation. Inland lakes and ponds have been

acquired and made available for swimming as well as sport fishing.

The Board seeks the active support of private groups, among which are the Recreation Promotion Service, an organization backed by interested persons in Wilmington; the Delaware Chamber of Commerce; Ducks Unlimited, a sportsmen's organization; the Welfare Council of Delaware; the Delaware Federation of Sportsmen; and the Boy Scouts and Girl Scouts. Many of these organizations serve as informal advisory bodies to the Board.

Through the Division of Game and Fish Management, the Board conducts research in the use of private and public lands for purposes of wildlife propagation. It develops swamps and ponds for improvement of waterfowl and fish and works closely with Federal agencies in the promotion of marine fisheries. The Division also conducts wildlife and waterfowl research and makes recommendations for regulations governing seasons for hunting and inland water fishing. Approximately 85 percent of its time is spent in developing resources for hunting and sport fishing. The development of picnic, boating, and swimming sites is incidental to this chief function.

The Board's Division of Protection has three general duties. The first is the enforcement of the dog licensing law which takes approximately 20 percent of the Division's time. The second is to enforce the game and fish laws. The third is to assist other Divisions in field investigations, education, and administration.

The Division of Information and Education is concerned with the Commission's publications, films, and broadcasts for promoting good public relations and for informing the public of the proper use of the wildlife and fisheries resources. The bulk of its time is spent on informing the sporting public regarding the opportunities for hunting and fishing.

State Park Commission

AUTHORITY.—The State Park Commission was created in 1937. It may select and acquire by gift, devise, bequest, purchase, and through the exercise of the power of eminent domain, such lands as are desirable for recreation use. It has the power to employ such administrative and technical assistance as it deems necessary to maintain the areas which it administers. It has the power to make rules and regulations relating to the protection, care, and use of the areas it administers. It may make studies either on its own initiative or in cooperation with other State agencies of the recreation facilities available and relate them to the recreation needs. It may enter into agreements with proper persons or corporations for periods not to exceed 5 years for the operation of services on the areas it administers.

ORGANIZATION.—The Governor appoints the five members of the Park Commission who serve 5-year staggered terms of office. No more than three of the members may be from the same political party and they must be chosen on the basis of their interest in conservation and recreation. It is customary for the Governor to appoint at least one person from each of the three counties. There is no compensation for the members of the Commission. The members of the Commission consult the Governor as a matter of courtesy and budget requests are submitted to him.

The commissioners select their chairman and secretary from among themselves and appoint a superintendent of parks, who serves as an executive director. Under the superintendent, there are presently three supervisors, one each for the following parks: (1) Brandywine, (2) Fort Delaware, and (3) Trap Pond. Each park area serves as an administrative subdivision of the Commission and the legislature makes specific appropriations to each park and to the administration of the Commission as a whole.

PROGRAMS AND ACTIVITIES.—The State Park Commission currently operates three areas, two of which were gifts of the Federal Government. In addition to its responsibility for parks, the State Park Commission is given the duty of preserving and protecting the scenic, historic, scientific, and wildlife resources of the State.

The Fort Delaware Society, a private nonprofit corporation, was named as advisory board to the State Park Commission to make recommendations for the care and maintenance of the Fort Delaware State Park. The Society has helped raise private and public funds for the labor used in cleaning up and refitting some of the rooms and open areas of the fort.

Other Agencies

STATE FORESTRY DEPARTMENT.—This department is primarily concerned with the protection and preservation of forests and timberland in the State, owned either publicly or privately.

Although State forest parks are provided for by statutes, the vast bulk of the forest lands owned by the State are stands of timber.

The recreation facilities, other than hunting and fishing, located on State forest land consist of picnic areas, one lodge for overnight guests, and several trails for hiking. No specific appropriations are made for providing recreation functions.

STATE HIGHWAY DEPARTMENT.—This Department has control over two distinct recreation areas: the public beach lands in the lower part of Delaware, and the Fort Christina State Park (4 acres), a historic site in the city of Wilmington. This park may be turned over to the Public Archives Commission, State of Delaware, in the near future.

The Bridge Division of the Department has jurisdiction over all the public lands of the State which have not been placed under the authority of some other State agency. The present public land under the control of the Highway Department consists of 14 1/2 miles of ocean and bay frontage in Sussex County. The Bridge Division maintains camping facilities, bathhouses, and pavilions for picnicking. Through concessions, a service station, restaurant, and small boats are available, as well as a trailer park. All facilities are open to the general public either by payment of a small fee to the Department or by meeting the charges of the concessionaires.

The Department maintains and constructs roadside areas along the highways.

STATE DEVELOPMENT DEPARTMENT.—This Department publicizes recreation facilities.

FLORIDA

The agencies principally concerned with outdoor recreation are the Florida Board of Parks and Historic Memorials, the Game and Fresh Water Fish Commission, and the Florida State Board of Conservation (salt water fishing). Florida has various other State agencies indirectly concerned with outdoor recreation, including the Florida Board of Forestry, the State Road Department, the trustees of the Internal Improvement Fund, and the Florida Development Commission.

Board of Parks and Historic Memorials

AUTHORITY.—The Florida Board of Parks and Historic Memorials was established as an independent agency in 1949. The Board is charged with the duties of supervising, administering, regulating, and controlling the operation of all public parks, including all historic monuments owned or supported by the State. (This does not include the Stephen Foster Memorial, which is administered by the Stephen Foster Memorial Commission.) It is invested with the power to acquire property by purchase, grant, devise, condemnation, donation, or otherwise.

ORGANIZATION.—The Board is composed of five members appointed by the Governor for 4-year staggered terms. The State is divided into five regions, and one member must be appointed from each region. Appointment is subject to confirmation by the senate. To be eligible for appointment an individual must fill a 5-year citizenship and residence requirement. The Board selects a director who administers the park program. He is aided by an assistant director.

For administrative purposes the State is divided into four districts, each headed by a supervisor responsible to the director. The Board is supported by legislative appropriations, fees and charges, merchandise sales, gifts, and donations.

PROGRAMS AND ACTIVITIES.—The Florida Park Service, which manages 54 State parks and historic memorials that draw more than 3,600,000 visitors a year, is planning an expansion program. To cover the cost of expanding its present facilities and adding more parks, it asked the State legislature to grant it \$3,642,350 for buildings and improvements for the 1961-63 period. For 1959-61, the State legislature appropriated \$557,700. Florida has plans for the creation of several new parks and memorials. One of these, a historic museum at Cedar Keys, has been constructed. The land was donated, and the museum depicts the early history of Cedar Keys, a town which, along with Key West, was once the largest in Florida. Near De Land and the St. Johns River, the State has acquired 600 acres from the trustees of the Internal Improvement Fund, and this also will be developed into a park. Two other projects of major importance are on the schedule; one of

these projects is the development of the John B. Pennekamp Coral Reef State Park, which will be the only underwater park in the world. Former President Eisenhower signed a proclamation setting aside the reef as a national preserve, and former Gov. LeRoy Collins had given control of the sea bottom to the State Board of Parks and Historic Memorials. Another major project underway is the creation of a new park in West Florida, north of Apalachicola, where Florida's oyster beds are located. Negotiations to obtain a long-term lease on sufficient acreage to establish Fort Gadsden Historic Memorial in this area have been completed.

Game and Fresh Water Fish Commission

AUTHORITY.—The Commission became operative in 1943. In that year the Florida constitution authorized it to manage, restore, conserve, and regulate birds, game, fur-bearing animals, and fresh water fish. It is invested with power to acquire, establish, control, and manage property for such purposes. It determines fishing and hunting regulations.

ORGANIZATION.—There are five commissioners appointed by the Governor, subject to confirmation by the senate. They serve 5-year staggered terms without pay. The commissioners are appointed from each of the five congressional districts of Florida that existed as of January 1, 1941.

The Commission is virtually an autonomous body. It has complete control over the spending of its funds under a constitutional provision adopted in 1941. It collects and spends nearly \$2,500,000 annually to improve the fresh water fishing and game hunting in the State. About three quarters of its revenues are derived from fishing and hunting licenses.

The overall administration of the Game and Fresh Water Fish Commission is delegated by the commissioners to a director who is appointed by them and serves at their pleasure. He has an assistant director.

There are five Divisions: (1) Game Management; (2) Fish Management; (3) Fiscal; (4) Information and Education; and (5) Law Enforcement.

There are also three sections: (1) communications; (2) Florida Wildlife magazine; and (3) aviation.

PROGRAMS AND ACTIVITIES.—The Commission operates two fish hatcheries which produce bass, bluegill, and shellcracker. The Commission builds boat ramps on lakes and rivers. About 70 of these have been constructed in addition to the many provided by the State Road Department. Removal of the shad from lakes that in the past have been prime fishing spots for bass and bream has been one of the projects of the Commission in the past few years. Lake Apopka, covering 30,050 acres, was the object of a 3-year program of selective killing of undesirable fish without hurting the game fish. After the project

was completed in 1958, the Commission began re-examining the data. As yet, the base population has not returned to its former peak, but specimen permit fishing has been described as phenomenal. The annual pounds of undersize fish were taken out of Apopka. Of the 51,000 lakes in Florida, 212 are public. Sport fishermen are estimated to spend more than \$60 million a year in Florida for boats, tackle, and other appurtenances. The Commission also operates a youth camp through a statewide youth conservation corps, manages 2 1/2 million acres of public hunting areas, and carries on an extensive conservation education program.

Board of Conservation

AUTHORITY.—The Board was established in 1933 to take over the functions of the combined Departments of State Geology, St. Game and Fresh Water Fish; the office of the State Game Commissioner; and the office of the State Fish Commissioner. It has jurisdiction over salt water sports and commercial fishing. It fosters oyster and clam production and safeguards the natural resources of the woods, soils, and waters, encourages the wise use of renewable resources, and informs the public on the value of these resources and their need for preservation.

ORGANIZATION.—The Board of Conservation was reorganized by the 1961 legislature. The Board is composed of the Governor and members of the cabinet. The Board has a director who is responsible to the Board for the coordination and operation of the various Divisions. The Board is financed by legislative appropriation and has five Divisions: (1) Administration; (2) Salt Water Fisheries; (3) Geology; (4) Water Resources and Conservation; and (5) Waterways Development.

PROGRAMS AND ACTIVITIES.—Research is conducted in the State marine laboratory on the life cycles and migration and growth of various marine animals caught by both sport and commercial fishermen. The importance of sea vegetation is studied and recorded and the value of bay and coast shallow lands and marshes is studied and brought to the attention of State officials. The harmful effects of parasites and diseases on fish are studied and reported. The Conservation Department administers the pleasure sports fishing boat registration; the actual registration is done by county tax collectors. Record-keeping and fund processing are done by the State conservation office. Special material concerning recreational fishing is prepared by the Education-Information Division. Conservation agents enforce the laws concerning minimum length of fish, closed seasons, and bag limits of game fish. Certain areas are closed to fishing and spearfishing.

The Division of Administration is charged with coordinating the activities and establishing administrative procedures of the other divisions.

The Salt Water Fisheries Division has the responsibility of conserving and developing the salt water resources in both commercial and sports fishing. It fosters oyster and clam production and conducts research programs in the State marine laboratory

on the life cycles and growth of various marine animals. It administers the boat registrations, both sports and commercial. It enforces the conservation laws as they apply to all salt water fish and shellfish.

The Water Resources Division is charged with the responsibility of water conservation, management, and flood control.

The Geological Division, although primarily concerned with underground water and geological formations, cooperates with the Water Resources Division in its conservation program.

The Division of Waterway Development is charged with the responsibility of promoting the full development and utilization of Florida waterways, both recreational and commercial.

The Department of Water Resources, created in 1957, was reorganized as the Division of Water Resources and Conservation in 1961. It is administered under the State Board of Conservation. The Division is charged with the development of the State's water resources for the greatest benefit to the most people. To do this the Division is authorized to conduct cooperative studies and research on water resources, to work with water management authorities, and to disseminate information and make periodic reports on the status of the State's water resources. It is further charged with supervision over the activities of flood control districts.

The Division does not have a direct responsibility in outdoor recreation. It does, however, strongly encourage the conservation and development of the State's water resources for recreation as well as other purposes. Much of the Division's action is based on the belief that the most important use of Florida's water resources is recreation.

The Division of Waterways Development was created by the 1961 legislature under the State Board of Conservation. The purpose of this Division is to coordinate the activities of all public bodies charged with waterways development and to foster, promote, and guide development of an integrated system of waterways in Florida. Although the Division's particular interest is in commercial waterways such as the Intracoastal Waterway and the Cross Florida Barge Canal, it is also interested in developing waterways for recreational boating.

Other Agencies

COMMITTEE ON RECREATION DEVELOPMENT.—The objective of this Governor's Committee is to prepare a comprehensive plan for maximum public utilization of the State-owned lands and to assist in the implementation of such plans. The Committee is also charged with the responsibility of coordinating efforts to achieve maximum support and cooperation at all levels of government. The Committee is composed of directors of the Florida Park Service, Game and Fresh Water Fish Commission, Board of Conservation, Development Commission, Forestry Department, trustees of the Internal Improvement Fund, Geological Survey, Land Office, and members of the Governor's staff.

CENTRAL AND SOUTHERN FLORIDA FLOOD CONTROL DISTRICT.—This District has spent nearly

\$100 million in Federal and State funds for flood control with the creation of recreation areas as a secondary result. The District's recreation plan will permit the development of accommodations and concessions in the areas "to the extent they are necessary or appropriate for public use."

FLORIDA DEVELOPMENT COMMISSION.—This Commission is the coordinating agency of the work of the Governor's Committee on Recreational Development. The recreation department of the Commission gives consultation services to all levels of government regarding establishment of recreation departments, facilities, and areas. In addition, it publishes "Florida Events" and similar publications.

FLORIDA BOARD OF FORESTRY.—The Board of Forestry has authority to acquire land through gift, purchase, etc., but does not have the power of eminent domain. The Board can enter into lease and easement agreements on State forests within the limitations of the instrument by which they acquire the forests. The only special arrangements the Board of Forestry has for financing State forest land, other than appropriation, is money received from the sale of forest products.

STATE BOARD OF HEALTH.—This Board is the principal agency controlling water pollution in the State.

Its impact upon recreation is related to industrial wastes in the State which create a moderate pollution problem.

STATE ROAD DEPARTMENT.—This Department has built and maintained 222 wayside parks; most common is the park with picnic tables only. For fiscal 1960, \$400,000 was budgeted for new construction of wayside parks and boat ramps. It cooperates with the Florida park and forest services by assuming responsibility for some roads and boat ramps under the jurisdiction of those agencies.

TRUSTEES OF THE INTERNAL IMPROVEMENT FUND.—The fund consists of proceeds from the sale of land from a 500,000 acre grant to the State by an act of Congress in 1845. The trustees also act as the beach erosion control agency of the State. Beach erosion prevention districts may be established in any of the counties of the State by petition and popular referendum on the question. They may exercise the power of eminent domain, request the county for a 10-mill tax levy, and construct erosion prevention works where a Federal or other governmental agency bears at least one-half the cost.

The impact of erosion upon beach areas in Florida varies from minor to severe.

GEORGIA

The administration of outdoor recreation in the State of Georgia rests primarily with the Department of State Parks and the State Game and Fish Commission.

The Jekyll Island State Park Authority and the Stone Mountain Memorial Association also have an interest in outdoor recreation.

The State Highway Board's activities in outdoor recreation are limited entirely to its roadside picnic table program.

Department of State Parks

AUTHORITY.—The Department was established in 1938. Its responsibilities are to provide recreation use of the natural resources of the State and to preserve these natural resources by operating and maintaining the State parks.

ORGANIZATION.—The Department is headed by a director responsible to the Governor. There is an assistant to the director, and three Divisions: (1) General Office; (2) Engineering; and (3) Recreation. An Information and Publicity section operates within the Recreation Division.

The Department is supported by appropriations and revenue from concessions.

PROGRAMS AND ACTIVITIES.—The Department has jurisdiction over the operation and maintenance of 36 developed areas; 8 undeveloped areas; 12 beaches; 8 pools; and 1 marina. No hunting is permitted in the parks, but fishing is allowed without charge. The recreation director of the Department is in charge of cabins, museums, and group camps, including furnishing schedules of the camps and program consultant work. Tent and trailer camping, boating, and other sports dependent on boats, such as fishing and water-skiing, are increasing tremendously in Georgia.

The Department has cooperated over the past several years with many private agencies in promoting outdoor recreation, particularly with the National Recreation Association, National Park Service, and the American Camping Association in the distribution of professional recreation literature. The Department and the Corps of Engineers have jointly worked out master plans for three park areas. The Department operates one park on a sublicense from the Department of the Interior. The Department has published "Standards for Group Camps," "Enjoy Yourself in Georgia—We have Variety," and "Why Georgia Should Commemorate the Civil War," as well as several booklets describing historical areas in the State parks and information brochures on facilities in the parks. The Department is considering a future master plan of development. It has started an interpretive program for outdoor education to teach the public how to use and enjoy the outdoors.

State Game and Fish Commission

AUTHORITY.—In 1911, the Georgia Assembly established a Department of Game and Fish, intended

primarily to enforce the game laws. In 1924, a Board of Fish and Game replaced this Department. The Board was abolished in 1937 and Game and Fish Wildlife was made one of the four Divisions of a Department of Natural Resources. In 1943, the Department of Natural Resources was abolished and the function of conserving fish and wildlife was transferred to a Constitutional Commission, where it now rests.

The Commission may acquire by purchase or otherwise, lands or waters suitable for fish hatcheries, nursery ponds, game farms, sanctuaries, etc.; sands or waters suitable for wildlife restoration, propagation, protection, or management; and areas for public hunting, fishing, or trapping. It fixes bag and creel limits and open and closed seasons for all wildlife on a statewide, regional, or local basis. It regulates the manner and devices used for killing, storing, or transporting wildlife. It enters into cooperative agreements with educational institutions, State and Federal agencies, and other agencies to promote wildlife management and conservation.

ORGANIZATION.—The State Game and Fish Commission is composed of 11 commissioners who serve for 7-year staggered terms and are appointed by the Governor with consent of the senate. Ten members come, one each, from the congressional districts of the State, and one represents the six southeastern counties. There are no other stipulations or qualifications for membership. The Commission appoints a director who administers the laws and regulations established by the Commission.

The Department receives a regular appropriation and all moneys taken in from the sale of fishing and boating licenses are turned in to the State treasurer.

PROGRAMS AND ACTIVITIES.—The Commission projects its programs over a 5-year period for conservation purposes. It plans controlled hunts which take place mainly in the Chattahoochee National Forest. It publishes twice a year a magazine called "Georgia Game and Fish." The Commission makes an annual report.

Jekyll Island State Park Authority

AUTHORITY.—The Authority was established in 1957. It has jurisdiction and supervisory responsibility over the recreation facilities, such as camping, fishing, and picnic sites, which are under lease on the island.

ORGANIZATION.—The Authority consists of ex officio members, including the State auditor, the director of State parks, the chairman of the State Public Service Commission, the attorney general, and the secretary of state. The agency is subject to legislative control only and does not report to the Governor. The administrator of the island is a director appointed by the members of the Authority.

The Authority is supported by appropriations and fees from concessions.

PROGRAMS AND ACTIVITIES.—Private concessionaires to whom the Authority has given leases operate such facilities as picnic areas, beach houses, marinas, fishing areas, and a golf course. There is under construction an olympic-size swimming pool which will be heated during the winter season. Also under construction are bowling areas, dancing and skating facilities, motels, and cottages.

Other Agencies

STONE MOUNTAIN MEMORIAL ASSOCIATION.—This Association was created in 1958. It has the authority to purchase Stone Mountain and adjacent property for purposes of establishing a memorial to the Confederacy and the Confederate States of America for

recreation purposes. It has the authority to build roads, motels, and overnight facilities. Eating establishments and provisions for boating and fishing are also contemplated.

STATE HIGHWAY DEPARTMENT.—The maintenance division of the Highway Department constructs roadside parks and rests along the highways. In 1960, there were 184 such parks of from 1 to 3 acres. Civic clubs, in cooperation with the Department, acquire and lease land for roadside parks and picnic tables. These groups also aid in keeping the areas clean. The official State regulations governing the location and construction of roadside parks say that "areas which are known to be devoted largely to recreation may be given priority."

HAWAII

Hawaii, the 50th State, is comprised of 8 major islands. From the largest to the smallest, they are: Hawaii, Maui, Oahu (on which Honolulu is located), Kauai, Molokai, Lanai, Niihau, and Kahoolawe. The islands of Lanai and Niihau are privately owned, while Kahoolawe is uninhabited. The four largest islands comprise the political subdivisions of the State. Maui County includes the islands of Lanai, Molokai, and Kahoolawe; Kauai County includes Niihau.

State administration of outdoor recreation is vested in the Department of Land and Natural Resources. Prior to statehood, this responsibility was held by the Board of Agriculture and Forestry, which has since been abolished and its functions, in part, assumed by the new Department of Agriculture. The Hawaii State Government Reorganization Act of 1959 transferred the function of managing State parks, including historic sites, to the Department of Land and Natural Resources. The 1961 State legislature further transferred to the Department additional functions of managing the State's fish, game, and forest resources.

Department of Land and Natural Resources

AUTHORITY.—The Department of Land and Natural Resources was created as one of the 18 major departments—Hawaii's State constitution provides that no more than 20 major departments may be created in the executive branch—by the Reorganization Act of 1959. The Department was formally established by executive order in May 1960 and the functions of managing State parks and historic sites were assumed in July of that year. With additional functions transferred to it in July 1961, the Department now has responsibility for the management and administration of the State's public lands, water, mineral, fish, game, and forest resources, and State parks, including historic sites.

ORGANIZATION.—The Department is headed by an executive board comprised of seven members. Three members represent Oahu, which has the largest population, while each of the remaining three counties is represented by a single member. The members are appointed by the Governor with the consent of the State senate for a term of 4 years. The board appoints the seventh member, the director of Land and Natural Resources, who serves both as a member of the board and as the Department's executive officer.

The Department has six operating Divisions: (1) Conveyances (Land Titles); (2) Fish and Game; (3) Forestry; (4) Land Management; (5) Water and Land Development; and (6) State Parks. The Department has 290 permanent and 53 temporary employees.

State parks division

The State Parks Division has responsibility for planning and developing a State parks system and

developing and managing State parks and historic sites, and their facilities.

It first became operative as a Division of the Department of Land and Natural Resources with the appointment of a State parks director in December of 1960. Up to that time, the parks had been managed by the Department of Agriculture and Conservation, and State park planning studies had been carried out by the Department of Planning and Research.

The Division of State Parks can acquire land by purchase, gift, lease, agreement, exchange, and can employ the power of eminent domain. It has no special source of funds; expenditures are financed by the State general fund and the sale of bonds. All revenues received from State park properties or operations are returned to the general fund.

The Division of State Parks has a small central office staff of four permanent employees and one temporary employee who are responsible for overall planning development, operation, and management of the park system. On the several islands are park personnel consisting of 15 permanent and 34 temporary employees who operate and improve the parks. The parks program is undergoing a period of accelerated planning and development.

With the implementation of the State Reorganization Act of 1959, many of the State's major departments are undergoing organizational changes. This is true of the Department of Land and Natural Resources, including the Division of State Parks. As a result, some decentralization of functions will come about with each major island a separate operative unit. Of the 20 State park areas administered by the Division, 4 are located on Oahu, with more planned for future acquisition and development. Kauai has five at present, one of which, Kokee Park, represents the only existing destination area within the system and offers cabin accommodations. Hawaii and Maui each have five parks, while Molokai has one.

In Hawaii, up until recently, the county park authorities had taken the lead in providing recreation opportunities for island residents and tourist visitors. However, since 1959, the State legislature has made available increasing amounts for State park development and operation, and the improvement and expansion of the park system will follow.

Other Divisions within the Department of Land and Natural Resources that are directly concerned with the State's resources of recreation value and use are the Division of Fish and Game and the Division of Forestry.

Fish and game division

This Division develops and manages the fresh water and marine resources for both commercial and recreation purposes. It also provides more and better quality hunting opportunities for Hawaii's hunters and protects and promotes esthetically important nongame species. This Division also enforces State fish and game laws and regulations for the preservation and growth of various species of game and fishes.

Forestry division

This Division provides for statewide forest management to protect and develop watershed, produce timber, and to make forest areas available for other uses appropriate to multiple use concepts.

This includes the enforcement of laws and regulations to conserve and manage the forest resources and the development and implementation of programs of reforestation for timber production, erosion and flood control, and watershed protection; research activities in conjunction with the Federal Government; and protection to the forests and other wildlands from fire and other damages.

Other Agencies and Activities

The Board of Harbor Commissioners, created in 1911, had its functions transferred to the Harbors Division of the Department of Transportation in July 1961. The Board had some responsibility for recreation, through its authority to promulgate rules and regulations for the use of harbor facilities, and for ocean swimming and play areas. The Board, for example, has regulated commercial surfboards, canoes and catamarans at Waikiki Beach, in cooperation with the city and county of Honolulu.

MARINAS AND SMALL BOAT HARBORS.—Proposed State responsibility—"It shall be the policy of the State to construct, maintain and provide for the

operation of marinas and small boat harbors, in conjunction with the Federal Government, which are necessary to promote the full potential of boating and water sports as an adjunct to resort development and as recreation for the people of Hawaii; and to secure the safety and convenience of small craft operators and passengers."

FUTURE PLANNING.—In January 1961, the State Planning Office transmitted to the Governor of Hawaii the general plan of the State of Hawaii prepared by legislative authorization, Act 150, Session Laws of Hawaii 1957. The plan consists of four related elements: land use, population density, public facilities, and transportation for the islands of Kauai, Oahu, Molokai, Lanai, Maui, and Hawaii. The general plan of the State of Hawaii is, in effect, a statement of the general development policy of the islands for the period 1960-80. It contains a statement of the State's objectives and ways of reaching them through government and private actions. Three specific proposals relate to outdoor recreation in the general plan of the State of Hawaii: "Conserve forests, water resources, and land, particularly the State's prime agricultural lands which must be protected against urbanization in order to save a very important segment of the Hawaiian economy; plan urban areas in such a manner as to avoid overcrowding of residential land and undue concentration of population"; and "establish a system of State parks which provide a wide range of recreation opportunities."

IDAHO

The two agencies principally concerned with outdoor recreation in Idaho are the Board of Land Commissioners and the Fish and Game Commission. Also concerned, but to a much less degree, are the State Forestry Department, the State Department of Highways, the Department of Aeronautics, the Department of Commerce and Development, and the State Historical Society.

Board of Land Commissioners

AUTHORITY.—The State Board of Land Commissioners was created by the Idaho State Constitution in 1890. It is empowered to direct, control, and dispose of the public lands of the State. It is also authorized to set aside and utilize any State-owned or acquired lands for the development of outdoor recreation facilities. It is further authorized "to engage in reseeding and reforestation programs on the public lands of the State." A Department of Public Lands was created in 1919. It was given the power "to exercise, under the general control and supervision of the State Board of Land Commissioners all rights, powers and duties vested by law in the State Board." It is responsible for the administration of all State-owned lands.

ORGANIZATION.—The State Board of Land Commissioners consists of the Governor, attorney general, secretary of state, State superintendent of Public Instruction, and State auditor. The Governor is chairman of the Board.

The land commissioner is selected by the Land Board. He serves at their pleasure; there are no special qualifications for his position. The Department of Public Lands operates under the authority of the State Board of Land Commissioners. The Department is headed by the land commissioner, appointed by and reporting to the Board of Land Commissioners, a constitutional board of elective officers sitting *ex officio*. A Division of Parks and Recreation was created within the State Land Department by the State Land Board in 1953. No statutory basis exists for this Division but its *de facto* existence was first recognized in the 1955-56 biennium by a separate appropriation.

The Department's structure in effect resembles a wheel with the commissioner at the hub. The various park supervisors and resident land agents throughout the State are appointed by him, report directly to him, and serve at his pleasure. Under the present departmental administration the various supervisors of the State parks in the Division of Parks and Recreation report directly to the land commissioner. There are three permanent regional park supervisors—one for North Idaho, one for South Idaho, and one specifically for Heyburn State Park.

The Division is supported almost entirely by appropriations; there is a very small income from leases and rentals. It is State policy not to charge the public for use of the parks.

PROGRAMS AND ACTIVITIES.—Idaho has an area of 53,486,480 acres, of which the Federal Government owns and administers 66.6 percent. This represents national forests, public domain, stock driveways, Indian reservations, and primitive areas. There are no national parks in Idaho. Privately owned lands on county tax rolls comprise about 25.7 percent of the State's area. State grants and county lands account for the balance. As a result of this situation the development of State parks in Idaho is in its infancy. The first appropriation for the creation of State parks was made in 1955. Presently being maintained and developed are 35 parks containing approximately 17,000 acres and in various states of development ranging from rather primitive to good. No fees have been charged for park use, except rental for trailer space in some instances. All of the Idaho State parks are game sanctuaries.

The Land Department publishes a biennial report. It has also asked for assignment of federally-owned land to serve as possible sites for State parks on the theory that it is advisable to get the land set aside while it is available so that it can be developed in the future. It may be 10 years before the State can make parks out of these areas but the land will be available if secured now.

Fish and Game Commission

AUTHORITY.—The Commission was established by an initiative measure in the general election of November 1938. The Commission is given full power to enforce its regulations and to impose penalties for their violation. It further has the power to acquire land for various uses including fish hatcheries, public hunting, fishing and trapping, and for the restoration, propagation, and protection of game fish, bird or fur-bearing animals. Provision is also made for cooperative agreements with educational institutions and State, Federal, or local agencies for the promotion of wildlife research and management.

The jurisdiction of the Fish and Game Department, created in 1919 and acting under the authority of the Commission, includes making rules and regulations to carry out laws pertaining to wild animals, wild birds, game fish, and other wildlife. It has the authority to operate game preserves, habitats for the restoration and propagation of wildlife, and fish hatcheries.

ORGANIZATION.—The Fish and Game Commission consists of five members appointed by the Governor for 6-year terms. The State is divided into five districts, with one commissioner appointed from each district.

The Commission selects its own chairman from its membership but the director acts as secretary. It meets at least four times a year. The Commission members serve at the pleasure of the Governor.

The Department of Fish and Game is responsible solely to the Commission. The Commission establishes policies which are administered by the director.

There are five Divisions under the director: (1) Fisheries Management; (2) Game Management; (3) Conservation Enforcement; (4) Business Administration; and (5) Information and Education.

The Department is supported by license fees and related charges and Federal grants. This money provides the Department with approximately \$2.5 million a year in operating funds.

PROGRAMS AND ACTIVITIES.—The Department operates approximately 37 facilities, including 15 fish hatcheries; 9 management areas; refuge property; big game range; and access areas. The official Department magazine is "The Idaho Wildlife Review," "Hunting and Fishing in Idaho," "Mr. Hunter," and biennial reports are among the many publications put out by this Department. Since two-thirds of the land area of Idaho is federally owned this Department comes into frequent contact with the Bureau of Land Management in setting aside and developing natural habitat areas for the propagation of game birds and animals. Arrangements for wintering areas for deer and elk on federally-owned land and seeding of these areas are examples of such cooperative ventures. The Department also deals frequently with the State Land Department for habitat areas under State jurisdiction. In these instances the Fish and Game Commission usually negotiates a lease with the Land Department for an area in which it is interested. In the past the Department has attempted to acquire fee simple title to ascertain State property but this practice has now been replaced almost entirely by lease arrangements which have proven to be quite satisfactory.

Other Agencies

STATE FORESTRY DEPARTMENT.—This Department operates under the authority of the Board of Land Commissioners. Primary jobs of the Forestry Department are fire fighting, reseeding, and reforestation, administration of sustained yields programs in State forests, and overall direction of a comprehensive State forest policy. The Department is headed by a State forester. It cooperates with the Land Department in developing those areas set aside by the Land Board for outdoor recreation or State park purposes. State-owned forest lands are intermingled with Federal lands in the national forests within the State. Approximately 24,000 acres of such State-owned land exists.

DEPARTMENT OF HIGHWAYS.—This Department is responsible for maintaining roadside parks, picnic areas, and public trailer parks.

DEPARTMENT OF AERONAUTICS.—This Department maintains six airfields in remote mountain areas of Idaho which provide the only easy access to these wilderness areas. At the airfields themselves the Department maintains picnic tables, camping facilities, etc.

STATE DEPARTMENT OF COMMERCE AND DEVELOPMENT.—This Department is directed to engage in extensive advertising of Idaho to promote tourist travel.

STATE HISTORICAL SOCIETY.—This Society, supported by State appropriations, preserves and maintains historical sites of interest in the State.

ILLINOIS

In Illinois, the bulk of the activities connected with outdoor recreation is administered by the Department of Conservation. Other agencies with some degree of responsibility in outdoor recreation are the Illinois Sanitary Water Board (acting through the Division of Sanitary Engineering of the Department of Public Health), the Division of Waterways of the Department of Public Works and Buildings, and the Illinois State Youth Commission.

Department of Conservation

AUTHORITY.—The Department was established in 1925. It is authorized to protect, propagate, and encourage the restoration of fish and game; to license commercial fisheries; to prevent stream pollution; to develop and maintain a State park and memorial system; to acquire and operate State forest preserves; to provide fire protection for forest lands, public and private; and to license motorboats and enforce safety standards. It has the power to buy, sell, lease, and transfer property. It has extensive police powers in the enforcement of hunting and fishing regulations. It also has extensive powers over concessionaires in the public parks.

ORGANIZATION.—The director of the Department is appointed by the Governor, is a member of the Governor's cabinet, and is directly responsible to him. Departmental divisions are headed by supervisors responsible to the Department director.

Coordination of all the Divisions in the Department is the responsibility of the Department director, assistant director, and the administrative assistant.

An important factor is the single advisory board to the Department. This board is composed of nine men who are interested in conservation matters. They are appointed by the Governor for staggered 6-year terms. The board formulates long-range policies for the Department, studies the personnel structure of the Department, and makes recommendations for the merit system. It also is responsible for making studies of needs for land acquisition, and for recommending necessary acquisitions for fisheries, game, forestry, and recreation development.

The chairman of this board is the executive officer of the Cook County Forest Preserve District. The importance and scope of the Cook County Forest Preserve District is made clear by the fact that the Department omits Cook County from its planning. Facilities in that county are developed by the Forest Preserve District.

Within the Department of Conservation there are five Divisions principally concerned with outdoor recreation programs. They are: (1) Division of Parks and Memorials; (2) Division of Game Management; (3) Division of Game Propagation; (4) Division of Fisheries; and (5) Division of Forestry. Except for a small amount of direct income, all departmental expenditures are controlled by the executive budget and by appropriation. About one-half of the Department's

appropriations come from the general fund, about one-half from the fish and game fund. However, nearly all departmental receipts go into the State treasury and cannot be expended except as authorized by appropriation.

PROGRAMS AND ACTIVITIES.—The major activities of the Department of Conservation have centered around the continuation of the lake development program and additional land acquisition. In 1959 the Department acquired 7,523 acres of land, took options on another 1,449, and began negotiations to purchase an additional 1,753 acres. Approximately 1,440 acres of water property were added to the State park system. The following year, 1960, marked the completion of two new State park lakes and the beginning of construction on two additional major lake projects. During 1961 land acquisition has been completed for two new lake parks. Development construction for these two sites is expected to be completed in 1962.

Preliminary engineering studies have been carried out for a number of additional lake sites for future development as State park areas. In addition to these lake sites, boat launching and picnic areas have been developed along the Illinois and Mississippi Rivers on property licensed from the Federal Government, thereby permitting boat owners access to the water. Two projects have been studied for development as major future recreation areas. These include the Kankakee River State Park and the proposed recreation development of the Illinois-Mississippi Canal and Sinissippi Lake area, which are to be transferred from the U.S. Government to the State of Illinois. This area includes approximately 100 miles of canals and feeder property with approximately 2,800 acres of water.

Family camping holds an important place in future planning of the Department. It is not present policy to provide hotel facilities in parks. Lodging and meal services will be provided only where there are no private facilities within a 10- or 15-mile radius.

The Department is alert for opportunities to acquire land.

Division of parks and memorials

AUTHORITY.—This Division was transferred to the Department of Conservation in 1951. It is charged with the control and direction of all State parks, memorials, and State-park-operated conservation areas. This agency's objectives include the preservation of historic sites; the conservation of areas of unusual geologic or scenic attributes; the conservation of large wooded areas and marginal lands along rivers unchanged by civilization; and the connection of parks by parkways. It is authorized to conserve the original character of areas acquired as opposed to artificial landscaping.

ORGANIZATION.—The superintendent of parks is appointed by the Governor with the consent of the senate for a term of 2 years. He is subject to the control and direction of the director and the director's principal assistants. The custodians in charge of parks, memorials, and State-park-operated conservation areas come under the control of the superintendent of parks. There are several staff sections: purchasing; transportation; construction; historical restoration; and group camping.

Except for fairly modest receipts from concessions, the Division is financed from general appropriations.

PROGRAMS AND ACTIVITIES.—The Division does not have a formal plan for future development. However, the development of toll roads and other limited access highways is creating borrow pits which might be developed as lakes for fishing, if appropriate specifications are included in the sale agreement. The Cook County Forest Preserve District has been active in making such arrangements when it is necessary to sell recreational lands for toll road purposes. The Division has plans for the improvement of camping sites and is undertaking a development program for this purpose.

The activities of this Division are coordinated with the other Divisions of the Department, especially with the Division of Fisheries, which stocks and manages lakes in a number of parks. Outside of the Department, the closest relations are with the Division of Waterways in the improvements being made on the Fox River and Chain of Lakes. The Division is providing facilities for boating, camping, etc., on lands owned by the Corps of Engineers on the Mississippi and Illinois waterways, now available to the State for recreation purposes.

The Division builds the newest parks around fishing lakes. Camping is permitted in the majority of State parks which is composed of tent camping, trailer camping, and organized group camping. Many groups use the parks for a variety of activities. Interpretation by park naturalists, historians, and guides is provided in some parks on a limited basis.

Division of game management

AUTHORITY.—The Division exercises broad regulatory powers over hunting or waterfowl and upland game, setting seasons and limits. It has broad power to undertake research, gather and publish statistics, and develop cooperative research with other agencies. It may enter into cooperative habitat improvements with private landowners, under the provisions of the Soil Conservation Act. It also licenses and regulates the operation of commercial game farms and of privately owned put-and-take hunting operations (controlled shooting areas).

ORGANIZATION.—As is the case with the other Divisions, the line of authority runs through the director, who is a member of the Governor's cabinet. Although the position of head of the Division is exempt from civil service requirements, it is traditionally a career job, as are the technical positions in the Division.

The Division has seven sections: (1) public hunting supervisor; (2) engineer; (3) clerical; (4) farm manager; (5) upland game biologist; (6) waterfowl biologist; and (7) a cooperative research group. For field operation purposes the State is divided into northern, central, and southern regions, each with a game manager. These regions have three districts, each with a district biologist and staff, and a lands and refuges section. There is also a surveys and investigations section.

PROGRAMS AND ACTIVITIES.—The Division manages public facilities which provide shelter and food for native game species, and cooperates with private landowners in habitat improvement. It does some habitat work, mostly the planting of food plots, in the Shawnee National Forest. The large waterfowl refuges along the Illinois and Mississippi Rivers are managed to maintain waterfowl populations by providing food and cover. The Division also provides access roads, check points, and sites for publicly operated blinds.

Research projects are mainly undertaken with the Natural History Survey. However, Southern Illinois University is engaged in cooperative research in the utilization of spoil banks, left by strip mining, as wildlife habitat.

Public hunting areas are operated for pheasant and deer, as well as waterfowl. Game birds are released daily in public hunting areas during season.

Division of game propagation

AUTHORITY.—This Division derives its basic legal authority through the Department of Conservation. Its objectives are to propagate game for stocking public and private hunting areas, and to follow-up released game so that conditions which will increase its chances for survival are provided.

ORGANIZATION.—The Division is headed by a supervisor responsible to the director. The position is normally a career one.

For field operations, the State is divided into four districts, each headed by a district supervisor.

PROGRAMS AND ACTIVITIES.—Most of the Division's activity results in game for controlled-shooting areas. It has had some success in establishing flocks in a natural habitat. New pheasant strains, principally from the Imperial Valley in California, have been hatched and distributed. Wild turkeys have been trapped in the Southern States and released in the Shawnee National Forest, where there is some evidence that a permanent population is developing. Mallard ducks have been raised and released in an effort to build flocks which will be native to Illinois waters.

Division of fisheries

AUTHORITY.—The Division has the authority to conserve existing fish populations and provide for their increase by regulating the taking of fish; to provide fish for restocking lakes and streams; to combat conditions inimical to fish populations, such

as stream pollution; and to operate public fishing facilities.

ORGANIZATION.—The Division is directed by a supervisor appointed by the director and responsible to him. Technically, the position is exempt from the merit system. In practice it has been a career position as are other specialized positions in the Division. The supervisor is in charge of four sections: (1) cooperative research; (2) fish biology; (3) operations and maintenance; and (4) clerical services. For field purposes, the State is divided into three areas, each headed by a fish biologist who supervises the work. In addition to the three areas, there is another subdivision, the fish hatcheries unit, headed by a fish culturist. Each zone is subdivided into districts, headed by a fish biologist who supervises the work of fish biologist and conservation agents in his area.

PROGRAMS AND ACTIVITIES.—The Division manages 19 public fishing areas and stocks and manages lakes, both public and private. It periodically takes a census of fish taken in public areas, gathers data on fish populations, occasional drainage, or poisoning and restocking. It sponsors fishing contests for children and licenses daily-fee-fishing areas managed by private operators.

An important contribution to increased recreation opportunities has been the creation of new public fishing lakes. The Division has a responsibility in the design of new lakes, their stocking and management.

The Division maintains cooperative relationships with the fish biology section of the Illinois Natural History Survey on fish biology research and with the Departments of Zoology and Microbiology at Southern Illinois University.

Division of forestry

AUTHORITY.—This Division is charged with the promotion of reforestation on privately owned lands and the provision of fire control on public and private woodlands. It also has the authority to acquire and operate State forest reserves.

ORGANIZATION.—The Division is headed by the State forester, who is responsible to the director of conservation. The State, exclusive of the northeast, is divided into four districts each headed by a district forester. The northeast area of the State receives services from the farm forestry program of the University of Illinois. The State forests, farm foresters, and fire wardens in each district come under the supervision of the district forester.

The Division is financed by appropriations and Federal-aid moneys.

PROGRAMS AND ACTIVITIES.—The Division operates four State forests totaling 10,999 acres. It

operates two nurseries which raise seedlings for distribution for reforestation on private lands. It operates, in the southern part of the State, a forest fire prevention program through rangers, towers, and a communications system. The most intensive activity is cooperating with farmers, on woodlot and reforestation programs, through 12 farm foresters in districts in every part of the State, except the northeast area served by the University of Illinois. It oversees 4 million acres of existing woodland and 3 million acres of submarginal or idle land of which over 90 percent is owned by farmers.

Other Agencies

DEPARTMENT OF PUBLIC WORKS AND BUILDINGS.—The Division of Waterways of this Department controls considerable property along the old Illinois and Michigan Canal, some of which is now used for recreation purposes. It also constructs dams for streamflow regulation, which create reservoirs for boating and fishing. In conjunction with the Department of Conservation it is constructing dams on the Fox River which will provide navigable water for small craft, as well as fishing water. The banks are being developed by the Department of Conservation for hiking, picnicking, and camping.

DEPARTMENT OF REGISTRATION AND EDUCATION.—The State Natural History Survey is a scientific organization located on the University of Illinois campus. Its significance to outdoor recreation lies in the basic research it does. These data provide the basis for the State's wildlife conservation policies. The development of lake management as a means of increasing public fishing facilities is largely the result of the work in aquatic biology done by the survey.

DEPARTMENT OF PUBLIC HEALTH.—The State Sanitary Water Board, acting through the Division of Sanitary Engineering of the Department of Public Health, has extensive powers over stream pollution. The Board is authorized to develop comprehensive plans for the control or abatement of existing pollution and the prevention of future pollution of State waters.

SOUTHERN ILLINOIS UNIVERSITY.—Its wildlife research laboratory investigates the potential of strip-mine areas for hunting, fishing, and other recreation activities. Its cooperative fishery research laboratory's function is to investigate and stimulate the development of southern Illinois fishery resources.

ILLINOIS STATE YOUTH COMMISSION.—A number of forestry camps have been established at several of the larger State parks and forests. From these camps a program of park development, building and repairing fire and hiking trails, and other work related to outdoor recreation is conducted.

INDIANA

In Indiana, outdoor recreation functions have been consolidated into the Department of Conservation. Except for the roadside parks maintained by the Highway Department and a special center, Bradford Woods, maintained by the Department of Recreation of Indiana University for group camping and outdoor education, all of the outdoor recreation functions fall within the framework of the Conservation Department's program.

Department of Conservation

AUTHORITY.—The Indiana Department of Conservation was created in 1919 by the consolidation of several offices including that of State geologist, State forester, Commissioner of Fisheries and Game, Department of Natural Resources, and others. The Department is responsible for the development, conservation, and preservation of the natural resources, the wildlife of the State, and the operation and development of recreation facilities.

ORGANIZATION.—A director, appointed by the Governor, heads the Department. There is a commission composed of four members, appointed by the Governor, who serve without compensation, and whose functions are essentially advisory, policymaking, and rule-making. The commissioners serve for a 4-year period, coterminous with the Governor. They may be removed by him at will. Division chiefs are appointed and removed by the director, with the approval of the Governor. The Department is not under a merit system.

The Department of Conservation cooperates with a network of more than 800 local private conservation clubs throughout the State. The clubs are organized into county councils and these organized into 16 districts, which choose representatives to a State advisory council.

The Department has 10 Divisions, and their powers and duties are specified in considerable detail in statutes. The Divisions most directly concerned with outdoor recreation are: (1) Fish and Game; (2) Forestry; and (3) State Parks.

The other Divisions are: (1) Public Relations; (2) Entomology; (3) Geological Survey; (4) Engineering; (5) Water Resources; (6) Oil and Gas; and (7) Enforcement.

Until 1959, the Department had a rotary fund, which increased or decreased each year, depending upon excess of revenues or expenditures. Now, generally speaking, expenditures cannot exceed revenues. However, all excesses of revenue over expenditures are carried forward into the next fiscal year as an opening balance for each Division concerned. In other words, excess income does not go into the State's general fund.

Division of fish and game

AUTHORITY.—The Division of Fish and Game acquires and administers game refuges and public hunting and

fishing areas. It administers laws regulating and facilitating boating on public waters. It is responsible for restoring and propagating wildlife food and cover and engages in research wildlife restoration and management.

ORGANIZATION.—The director of the Department appoints the Division director. Under the director of the Division is a superintendent of game, a superintendent of fisheries, a license clerk, a Federal-aid coordinator, a land acquisition section, and a supervisor of fish and game areas. Each hatchery, game farm, game preserve, and fish and game area has either a superintendent, manager, custodian, or foreman in charge. The division is financed by funds from hunting and fishing licenses as authorized by the legislature and by Federal-aid funds.

PROGRAMS AND ACTIVITIES.—The Fish and Game Division's five major types of properties are:

1. Combination hunting and fishing projects. These are known as fish and game areas and are usually of larger size ranging from 1,000 to 8,000 acres. These areas are managed for fishing, upland game hunting, and waterfowl hunting wherever possible. On the larger areas, where impoundments are created, nominal charges are made for the use of boats, decoys, and camping. All other facilities are free of charge.

2. State Game Preserves. These are large areas originally designated as inviolate refuges on which hunting was not permitted. In more recent times, however, a limited portion of these areas has been opened to waterfowl hunting and some upland game shooting. They range in size from 900 to 8,000 acres.

3. Game Farms. The State currently has three major game farms in operation. The chief function of these is the production of pheasant and quail for release on public shooting areas as well as other areas where a shortage of these birds exists.

4. State Fish Hatcheries. These areas are primarily for production of warmwater fish and in all cases provide picnic areas for public use. One trout-rearing station also is operated.

5. Public Fishing Sites. Public fishing sites are acquired on any public body of water and are developed to provide the following facilities: parking lot, boat-launching ramp, mooring posts, and parking barriers.

The Public Fishing Site Development Program was started in 1952 with the aid of Dingell-Johnson funds in cooperation with the Division of Fish and Game. In 1958, by an act of the general assembly, an additional 50 cents was added to the price of hunting and fishing licenses with the stipulation that the extra revenue was to be used for the purchase, development, operation, and maintenance of public hunting and fishing areas. Today, access areas available for public use number 39; 7 are under development, and 12 more have been purchased—a total of 58. Over 14,500 acres of fishing waters have been made available to the public. Access areas are not confined

to lakes entirely; several river sites have been developed and more are in the planning stage.

The Fish and Game Division cooperates with various sportsmen's groups and has a program of game propagation and distribution, public fishing and hunting-site development, and enforcement of game, fish, and boating regulations. In terms of expenditures and manpower, the largest outdoor recreation activity of the Department is the Fish and Game Division's program and its associated activities.

Division of forestry

AUTHORITY.—This Division is responsible for administering statutes granting tax advantages for good forestry practices and requiring strip miners to reforest lands. It acquires and administers State forests; propagates and distributes trees for reforestation, on both State and private lands. It advises and assists private landowners in good forestry practices. It is responsible for the prevention, detection, and suppression of forest fires.

ORGANIZATION.—The Division director (State forester), is appointed by the director of the Department. The Division has subsections concerned with nurseries, fire prevention control, State forests, farm forestry, and reforestation on strip coal mines.

The chief source of revenue for the State forest service is a 6 1/2-mill property tax, earmarked for forest use. The tax pays for fire protection and the necessary activities of the Division.

PROGRAMS AND ACTIVITIES.—Indiana State forests vary in size from 300 to 23,000 acres. They are administered for multiple-use purposes: production of timber supply, recreation, forestry research and demonstration, rehabilitation of eroded and idle land, wildlife and watershed protection, and public hunting grounds.

The acquisition of State forests occurred almost entirely in the 1930's. The Forestry Division had 105,201 acres of forest in 1940, and 115,000 in 1959. In recent years, the Division has given increasing attention to the development of recreation advantages in the forest areas. In some instances the facilities and resources in the forests, from a recreation standpoint, match those in the State parks, although there is generally much higher utilization of the State parks.

Within specific forests there are plans for the improvement of roads and the location and development of picnic and camping sites.

Division of state parks

AUTHORITY.—This Division has the responsibility for administering 20 State parks and 14 State memorials, including inns, cabins, camps, swimming, boating, and fishing facilities; museums; and naturalist services.

ORGANIZATION.—The director of the Department appoints the Division director. The latter supervises the auditor of inns and concessions, a supervisor of memorials, a museum curator, a supervisor of recreation, a supervisor of operations, a supervisor

of pools and beaches, and a chief naturalist. In addition to this staff, each park has a superintendent and each memorial a custodian.

The legislature appropriates limited funds for the Division for capital improvements and land acquisition. However, a major part of the revenue is derived from park admission fees and service charges. Prior to the 1957-59 biennium, and for the 1959-61 biennium, the legislature appropriated funds for the operation and maintenance of the State parks and memorials. No funds were appropriated during the 1957-59 and 1961-63 biennia for operations and maintenance. During these two periods, the Division has had to maintain and operate the State parks and memorials on revenue received from operations.

The Division has the power of eminent domain and can accept title to land which has been purchased, given, or transferred from another governmental agency. Easements can be granted for the purposes of landowners gaining access to their properties when surrounded by State-owned land and utility companies for the construction of powerlines. No leases have been granted to individuals or groups for the purpose of constructing buildings, mining mineral resources, and cutting timber. Individuals and organizations are granted 1-year permits or licenses to operate concessions, operate group camps, and gain access to Federal flood-control reservoirs.

The Division does not have any special financing arrangements, other than legislative appropriations from the State's general fund and revenues from operations. The Division does not have income from dedicated taxes or bond revenues.

PROGRAMS AND ACTIVITIES.—The Division of State Parks has as a goal the establishment and operation of a State park within 35 miles of all the citizens of the State. The goal has not yet been met, but the Division maintains maps indicating the areas for development. There is, however, no direct effort to locate and designate specific sites; these come on the basis of special opportunity or local initiative.

The Indiana State park system, established in 1916, originally had as its parks certain areas selected on the basis of their outstanding scenic, geological, historical, or ecological features. In recent years, however, some areas were acquired for the purpose of providing recreation facilities, such as swimming, fishing, boating, and similar activities. Whereas some areas in a State park may be considered "primitive" areas, others have been established for the primary purpose of providing recreation facilities for relatively large concentrations of population.

Camping is the fastest growing type of outdoor recreation in Indiana. The Division reported that campground-use in Indiana State parks increased 100.2 percent from 1956-57 through the 1959-60 fiscal year, and a major effort was made in 1960 to improve and expand the family camping facilities. Work was completed in August 1960 on a new 120-site campground at Lieber State Park, 90 campsites were made available for public use at Whitewater State Park, and general development plans were completed to expand the Pokagon campground. A new campground, with 58 campsites, was completed at Bass Lake State Beach on July 1, 1960.

In the past few years, the Division of State Parks has embarked on an acquisition program resulting in two new State parks. Negotiations have also been carried on with the Corps of Engineers to arrange for recreation management at water impoundments built by that agency in the State.

Division of public relations

PROGRAMS AND ACTIVITIES.—This group works closely with each of the three operating Divisions in the publication of a magazine and other material to aid their work in the field of conservation education.

Division of engineering

PROGRAMS AND ACTIVITIES.—This Division provides its specialized services to the three major line Divisions. It has architecture, landscape architecture, civil and structural engineering, sanitary and mechanical engineering, and maintenance sections.

Division of law enforcement

PROGRAMS AND ACTIVITIES.—This Division is almost an adjunct of the Fish and Game Division with which it was once organizationally placed. There are 104 conservation officers in the 92 counties of the State. Except for a token contribution from forestry funds, all of its funds come from the earmarked sources of the fish and game program, along with the Division's own earmarked receipts from motorboat licenses.

The enforcement officers are now termed conservation officers and perform some functions in regard to local forest fire prevention and detection and enforce rules and regulations in the State parks. But, their chief activities are with the enforcement of the fish and game laws and with the activities of the conservation clubs whose interests focus on fish and game.

Other Agencies

STATE HIGHWAY DEPARTMENT.—This Department is responsible for maintaining the roadsides (11,000 miles), including tree removal, soil erosion control, brush and weed control, and other work necessary to keep the roadsides safe and in good appearance. It is also responsible for 108 rest parks, totaling approximately 250 acres, each park averaging approximately 2 acres. These parks are provided for the comfort, convenience, and safety of the traveling public and are equipped with drinking water, shelter houses, picnic tables, toilets, and parking areas. Systematic planning of roadside parks along the new Interstate Highway System is in progress, with approximately 50 such parks to be developed averaging 1 park area to each 25 miles of road.

DEPARTMENT OF RECREATION.—This Department (Indiana University) was organized in 1946 as part of the School of Health, Physical Education and Recreation. Its functions in the field of outdoor recreation are concentrated in the operation of Bradford Woods,

a 2,300-acre center for outdoor education camping. Facilities include a training center for graduate students, five camps, a lake and the national headquarters of the American Camping Association.

GREAT LAKES PARK TRAINING INSTITUTE.—This Institute is a training center for adult leaders in park and recreation programs. It has been held annually since 1947, and cooperates with many out-of-State agencies, including the American Institute of Park Executives, the Illinois State Division of Parks and Memorials, the Indiana Department of Conservation, the Indiana Park and Recreation Association, the Michigan Department of Conservation, the Michigan Park and Forestry Association, the Midwest Institute of Park Executives, the National Conference of State Parks, the Ohio Department of Natural Resources and the Ohio Parks Association. The Institute is conducted by the Department of Recreation, Indiana University. Registration represents all sections of the United States and Canada; registration is more than 350 a year.

STATE HEALTH DEPARTMENT.—This Department, through its Sanitary Engineering Division, is responsible for the inspection of all pools and beaches throughout the State. The Department also has some responsibility in the area of stream pollution which indirectly affects the resources available for outdoor recreation.

STATE COMMISSION ON AGING AND THE AGED AND THE GOVERNOR'S YOUTH COUNCIL.—These groups are planning and advisory groups. The concern of these agencies is the recreation needs of the older and the younger members of the population.

WABASH VALLEY COMMISSION.—This Commission was established under an interstate compact between Indiana and Illinois. It is a planning and research agency and deals in some measure with the recreation facilities of the Wabash Valley.

DEPARTMENT OF COMMERCE AND PUBLIC RELATIONS.—This Department conducts an advertising and publicity program, part of which is directed to tourists and promotes recreation facilities.

INDIANA FLOOD CONTROL—WATER RESOURCES COMMISSION.—This Commission is concerned with engineering plans and specifications for flood control and drainage reservoirs. It has cooperated to a considerable extent with the U.S. Corps of Engineers. When the first reservoir (Cagels Mill) was completed, the land adjacent, owned by the Division of Forestry, was transferred to the Division of State Parks, in the Department of Conservation, and is now part of the State park system and known as Lieber State Park.

GOVERNOR'S ADVISORY COMMITTEE ON RECREATION.—The committee established in 1946, employs a State Director of Recreation (Sept. 1, 1961), whose duties include consultation services to local communities and State agencies on all phases of recreation.

IOWA

The principal agency involved in the administration of outdoor recreation activities is the Iowa State Conservation Commission. The State Soil Conservation Committee and the Highway Commission also administer programs bearing on outdoor recreation.

State Conservation Commission

AUTHORITY.—The Iowa State Conservation Commission was created in 1935 by an act of the general assembly which combined the functions of the original Board of Conservation and the Fish and Game Commission.

The Commission is responsible for the management, conservation, and development of natural resources within the State. Its objectives are: the investigation of places in Iowa abundant in natural history, forest preserves, archaeological specimens, and geological deposits; the promotion of forestry and the protection of State and privately owned forest and wildlife areas from fire; the protection, propagation, and increase and preservation of fish, game, fur-bearing animals, and birds of the State; the conservation of the natural resources of the State; the establishment, maintenance, improvement, and development of public parks and preserves; the collection, classification, and preservation of all related statistics, data, and information; the conduct of research in improved conservation methods; and the dissemination of information to the residents of Iowa on matters concerning conservation. The commission has the right of eminent domain.

ORGANIZATION.—The Iowa State Conservation Commission is composed of seven members appointed by the Governor with the approval of two-thirds of the senate, for staggered terms of office of 6 years each. Members of the Commission must be interested in and have substantial knowledge of the subjects over which the Commission has jurisdiction. Not more than four members may belong to the same political party. No person appointed to the Commission may hold any other State or Federal office during his term.

The Governor has some degree of control over the Commission's operation, through the implementation of the executive budget and influence over personnel policy. The Commission is financed largely by State appropriations and Federal grants, and by fees from licenses and permits, and rentals or concessions.

A State conservation director is appointed by the seven-member Commission as administrative head and is responsible to the Commission for the execution of its policies. The secretary of the Iowa Executive Council serves as secretary of the Commission.

The Commission contains three major Divisions: (1) Administration; (2) Fish and Game; and (3) Land and Waters.

PROGRAMS AND ACTIVITIES.—On December 2, 1959, the Iowa State Conservation Commission approved a long-range plan for the development of additional outdoor recreation facilities. The first phase of the plan, which is now underway, is an inventory of outdoor recreation facilities and an investigation of how they are being used. The second phase will attempt to measure the needs and desires of the people for recreation facilities, and the third phase will involve expansion of the present facilities in the direction of demands demonstrated in phase two. The Commission is in close cooperation with State agencies and private organizations interested in outdoor recreation. In implementing its broad programs for outdoor recreation, the Iowa State Conservation Commission maintains close liaison with a number of private groups.

Division of administration

AUTHORITY.—This Division is responsible for issuing hunting, fishing, and trapping licenses. It also acquires land for State parks and for fish and game purposes. It performs general administrative duties.

ORGANIZATION.—The Division is headed by a chief who is responsible to the director for the functions and activities of the Division. The Division chief is assisted by the heads of the four sections: (1) accounts and records; (2) public relations and education; (3) land acquisition and surveys; and (4) construction engineering.

PROGRAMS AND ACTIVITIES.—In the area of acquiring land for State parks and fish and game purposes there is close cooperation with the Iowa executive council, since the council approves lands purchased by the Lands and Waters Division. The construction and engineering section improves recreation facilities, does repair work on existing facilities, and expands facilities. The public relations and education section has the task of promoting public understanding of the objectives of the Commission. It issues pamphlets on the recreation facilities of the State.

Division of fish and game

AUTHORITY.—This Division deals with matters relating to fish and fisheries, waterfowl, game, fur-bearing and other mammals, birds, and other wildlife resources. The Division obtains Conservation Commission approval to acquire lands by condemnation, purchase, lease, or easements. The executive council accepts all gifts of land.

ORGANIZATION.—This Division is also headed by a chief with individual superintendents directing the work of six sections: (1) biology; (2) game; (3) fisheries; (4) Federal aid; (5) conservation officers; and (6) land management.

The Division is financed by the fish and game trust fund and fish and wildlife restoration funds from the Federal Government. The fish and game trust fund is derived from hunting, fishing, and trapping license fees and miscellaneous receipts from the sale of products from fish and game lands, etc.

PROGRAMS AND ACTIVITIES.—The Division intends to plan and to execute practices that will provide better fishing, hunting, and trapping, while adhering to sound land and water use. These practices include determining the needs of wildlife, providing what is necessary, supplying seed stock, and regulating seed stock where essential. Besides restocking and regulating the fish population in Iowa lakes and streams, it employs State conservation officers to patrol two-county areas. Stocking of game birds, primarily quail and pheasant, is carried on. The Division keeps a continuous record of the status of game birds and animals from which the length of the hunting season and the area in which hunting will be allowed are determined.

Division of land and waters

AUTHORITY.—This Division exercises authority over public waters, lands and parks, forests and forestry, and lakes and streams, as well as matters concerning scenic, scientific, historical, archaeological, and recreation resources.

ORGANIZATION.—The head of the Division is a chief, who is responsible to the director for the activities of his Division. There are three major sections within the Division: (1) State parks, reserves, and monuments; (2) State forests and forestry; and (3) State waters. For each section there is a section superintendent. The superintendent of parks has under his jurisdiction three districts, each under supervision of an area park manager.

PROGRAMS AND ACTIVITIES.—The recreation functions of the Division include supervision of water

safety and boat inspection. The Division also plans for the expansion and development of public lands and parks. This planning extends over 92 State parks and reserves and a State forest nursery. It also controls the sales of concessions as well as law enforcement within the parks.

Other Agencies

STATE SOIL CONSERVATION COMMITTEE.—The State Soil Conservation Committee was established under the soil conservation district law of 1939. Though not directly concerned with outdoor recreation, certain byproducts of the Commission's soil conservation activities have an important bearing on Iowa's outdoor recreation facilities. Through its work, more than 14,000 ponds have been developed on Iowa farms. These ponds often serve as an important recreation facility for farm families and their friends during summer, fall, and winter months. Many of these ponds are stocked with fish, others are suitable for swimming, still others are suitable for small boats. During the fall months, many serve as excellent hunting areas for ducks, and in winter, thousands of these ponds are used for skating parties.

For many of the ponds developed under programs of the Committee, Federal funds have been used to cover some of the cost of construction and stocking them with game fish.

IOWA DEVELOPMENT COMMISSION.—This Commission conducts the program for attracting out-of-State persons and also Iowa residents to the State parks.

STATE HIGHWAY COMMISSION.—This Commission maintains four "wayside parks" for use by travelers on the State's highways. It is expected that the number of such facilities will be increased in the future with the building of the Interstate Highway System.

KANSAS

Kansas' recreation resources are administered by a State Park and Resource Authority, as well as the Kansas Forestry, Fish, and Game Commission. The State Highway Commission and the State Historical Society also have an interest in outdoor recreation.

State Park and Resources Authority

AUTHORITY.—This Authority was created by the 1955 legislature. It has the responsibility of providing State parks and recreation areas. Previously, the development of State parks was supervised by the Kansas Forestry, Fish, and Game Commission, which continues to operate those State parks already developed.

The Authority is charged with the development of public recreation as related to natural resources, and is given control and supervision of parks, lakes, and areas of recreation, scenic, or historical significance. It is empowered to prepare an official State plan on the "general location, character, and extent of State parks and recreation areas, lakes, streams, water impounded for recreation purposes, and methods for the better usage of public lands, structures, facilities, buildings, and other public works"

Further responsibilities are: to acquire and develop all facilities which the Authority considers will provide recreation or cultural benefits; to operate, rent, or lease park facilities and collect reasonable fees and charges for their use; and, to construct and operate cabins, hotels, lodges, restaurants, and other facilities on the lands under the Authority's control.

ORGANIZATION.—The Authority is directed by a nine-member body, four with ex officio status: the Governor, the director of the State Highway Commission, the chairman of the Forestry, Fish, and Game Commission, and the director of the Kansas Industrial Development Commission. The other five members are appointed by the Governor and may be removed by him. These nine compose the policymaking body for the Authority.

The chief administrative officer is the director, who is responsible to the Authority members for hiring all personnel, maintaining financial and other records of the agency, and preparing plans for capital improvements and facilities at parks or recreation areas under the jurisdiction of the Authority. The director also carries on much of the day-to-day liaison with other State and Federal agencies. The superintendent of the agency's one park is responsible to the director.

The Authority is represented on a newly created body, the Governor's Advisory Council on Outdoor Recreation, which discusses recreation problems of both immediate and future concern to the agencies represented. It is composed of two representatives from the following State agencies: The Forestry, Fish, and Game Commission, the State Water Resources Board, the State Highway Commission, the Kansas Industrial Development Commission, and the State Park and Resources Board.

The Authority is financed by legislative appropriation.

PROGRAMS AND ACTIVITIES.—The eventual goal of the Authority is to develop a master plan for the location and development of such parks, recreation areas, and facilities as the Park Authority statute contemplates.

The Authority, during the period from 1955-60, made studies of all major areas throughout the State. The Authority installed park facilities on 1,600 acres of park land, obtained by a 50-year lease agreement with the Corps of Engineers at its Kanopolis Reservoir.

The Highway Commission is authorized to cooperate with the park authority in constructing and maintaining park roads and highways to State parks.

The Authority is planning an extension of its park program at two other Federal reservoirs.

Kansas Forestry, Fish, and Game Commission

AUTHORITY.—The Kansas Forestry, Fish, and Game Commission had its origin in the office of State fish and game warden created by the legislature in 1905. The Reorganization Act of 1939 created a new Forestry, Fish, and Game Commission composed of six members appointed from six designated districts.

The Commission is empowered to "take such action as may preserve, introduce, distribute, restock, and restore wild birds, game birds, fish, bullfrogs, game animals, and fur-bearing animals to the State of Kansas." For this purpose, it is authorized to establish a fish hatchery and sub-hatcheries, game refuges and preserves, and game farms for the propagation of game, game birds and other birds, and fur-bearing animals.

The Commission licenses hunting, fishing, and trapping; establishes open season for the hunting of wild birds, game birds, game animals, and fur-bearing animals; prescribes legal methods for taking fur-bearing animals during legal open season; and regulates commerce in fur or fur-bearing animals. The capture of wild birds, bird eggs, and animals for breeding purposes, and their collection for scientific or exhibition purposes, is also subject to regulation by the Commission. The Commission licenses private game-bird breeding and controlled-shooting areas. In 1959, it was granted authority to regulate boating, water skiing, surf boating, boat racing, and related water sports and activities.

The Commission is also authorized to establish, maintain, and improve recreation grounds for the purpose of providing recreation facilities to the citizens of Kansas, to acquire land for the purpose of establishing, improving, and maintaining public forestry and recreation grounds, and to provide for the construction of reservoirs, lakes, dams, or embankments for impounding water. This authority is the basis for the Commission's program of building State parks and lakes.

ORGANIZATION.—The State is divided into four districts; one commissioner is appointed from each district and one commissioner is appointed from the State at large by the Governor with the consent of the senate. They are appointed for 4-year staggered terms. A director, appointed by and responsible to the Commission, is the administrative officer.

Eight Divisions are under the director: (1) Administrative; (2) Fisheries; (3) Law Enforcement; (4) Land Management; (5) Public Relations; (6) Federal Aid; (7) Game; and (8) State Lakes.

The personnel of the State Lakes Division consists of the resident park superintendents who are located at 16 of the 37 Commission parks, plus a maintenance crew which travels from park to park.

The Law Enforcement Division is the largest, comprising about 30 percent of total agency personnel. The Division is manned by district game protectors whose primary responsibility is to enforce the fish and game laws in their districts, which vary in size from one to six counties.

The Game Division is the next largest division. It manages the agency's game refuges and its pheasant and quail farms.

The Fisheries Division has about 7 percent of the agency's personnel.

The recreation activities of the Commission are financed by moneys obtained from appropriations and from Federal grants-in-aid. The appropriated amounts are dedicated revenues from the sale of fishing and hunting licenses and quail stamps.

PROGRAMS AND ACTIVITIES.—The Commission limits its planning to the fiscal year. The Commission executes agreements with soil conservation districts regarding wildlife habitat; it supplies fingerlings to cities and counties for their lakes; and Commission personnel survey lake conditions and make fish population counts on a number of county and municipal lakes.

The Commission cooperates with the State Board of Health which reviews and approves public water supplies at State parks and helps investigate fish kills resulting from stream pollution. The Commission makes hunter bag checks, population counts, banding studies to determine resting grounds and migratory habits of birds, and surveys of brood production of migratory birds and waterfowl at breeding grounds in the State.

Fishery personnel cooperate directly with farm pond owners by studying various phases of pond management for the purpose of improving fishing conditions. The Commission has also concluded agreements with several coal mining companies in the State to study management and rehabilitation of strip mine lakes for fishing purposes.

Other Agencies

STATE HIGHWAY COMMISSION.—The Highway Commission, as an adjunct of its highway construction

program, has built 150 roadside turnouts and rest areas for the motoring public. These areas, which are in the nature of small parks, are equipped with shelter houses, fireplaces, toilets, and drinking water, and are landscaped and planted to increase their attractiveness. The plans and designs for these roadside parks are prepared by the Landscape Division of the Highway Commission's design department.

STATE RECREATION CONSULTANT.—The Department of Physical Education at the University of Kansas has on its staff a recreation consultant whose services are available without cost to local governments as well as to State agencies which carry on institutional recreation programs, e.g., the penal institutions. The consultant's function is to assist the agencies in surveying their public recreation program and facilities in terms of need, and to aid in solving the problems of organization, administration, or programming.

STATE HISTORICAL SOCIETY.—This is a quasi-public agency which originally was established as a private corporation. Later, the Society was specifically recognized by law as a "trustee" of the State. Among its duties, the Society is responsible for the operation and upkeep of certain structures and areas of patriotic or historical value, such as the first capitol of Kansas.

KANSAS INDUSTRIAL DEVELOPMENT COMMISSION.—The State Parks and Resources Authority is required by statute to cooperate and coordinate its activities with this Commission's planning and promotion activities.

WATER RESOURCES BOARD.—Attention is given by the Board to the recreation potentials of Federal reservoirs planned for the State. The Water Resources Board is the official State agency designated to review and comment on Federal project plans and to suggest possible plan modifications which will make fullest use of the projects' recreation potentials.

GOVERNOR'S ADVISORY COUNCIL ON OUTDOOR RECREATION.—This Council is composed of two representatives from each of these State agencies; the Forestry, Fish, and Game Commission; the State Water Resources Board; the State Highway Commission; the Kansas Industrial Development Commission; and the State Park and Resources Authority. The Authority is represented by its director and one of its appointed members. The latter serves as chairman of the council, which holds quarterly meetings at various locations in the State, to hear presentations by local individuals or groups interested in recreation development.

KENTUCKY

Primary responsibility for outdoor recreation in Kentucky resides in three Departments: Conservation, Fish and Wildlife Resources, and Parks. Other agencies with secondary interests in outdoor recreation are the Department of Highways, the Kentucky Historical Society, and the Kentucky Tourist Commission, which publicizes the State's recreation facilities.

Department of Conservation

AUTHORITY.—The Department of Conservation is charged with the conservation and protection of natural resources, except wildlife; flood control; water usage for municipal and industrial purposes; and strip mining and reclamation. The Department has the right of eminent domain.

ORGANIZATION.—The Department is headed by a commissioner appointed by the Governor and serving at the pleasure of the Governor. The Department has four Divisions: (1) Forestry; (2) Soil and Water Resources; (3) Strip Mining and Reclamation; and (4) Flood Control and Water Usage Board.

Division of forestry

AUTHORITY.—This Division exercises all functions relating to the protection, conservation, and maintenance of forest preserves or forest areas controlled by the State.

ORGANIZATION.—The Division is headed by a director. He is a graduate of a recognized college of forestry.

PROGRAMS AND ACTIVITIES.—Forest lands in Kentucky cover 11 1/2 million acres, or 45 percent of the total land area. The forest fire protection law extends forest fire protection to all counties within the State. Emphasis is placed on law enforcement with the result that in 1959 more than 200 violators were prosecuted during the spring fire season.

The nursery program accounts for a new forest tree nursery, capable of producing 25 million tree seedlings annually. The State forest program has acquired three new forests which are developed as demonstration areas to show good forest management practices. Negotiations are under way to lease from the Corps of Engineers, under a 50-year license agreement, a 2,000-acre forest tract. Special programs of the Division include a forestry education program; cooperation with other related agencies; and the development of a youth camp at Kentucky Dam Village.

Division of soil and water resources

AUTHORITY.—The Division assists soil conservation districts organized under the Kentucky soil conservation district law in carrying out the functions,

powers, and duties conferred by law. The State is divided into nine soil and water conservation areas which contain as nearly equal number of soil conservation districts as practicable.

ORGANIZATION.—The commissioner of conservation, with the approval of the Soil and Water Resources Commission, appoints a director of the Division, who should be a graduate of a recognized agricultural college with at least 5 years of practical experience in professional agricultural activities.

The Soil and Water Resources Commission consists of nine members, not more than five of whom are of the same political party, appointed by the commissioner of conservation with the approval of the Governor. All members are supervisors of soil conservation districts. The members designate a chairman from the membership. The following persons are advisory members of the Commission by virtue of their offices: the commissioner of conservation, the commissioner of agriculture, the director of the agricultural experiment station, the director of vocational education, and the State conservationist of the U.S. Department of Agriculture.

The Commission can take any action it may consider necessary or proper in order to discharge, for the State, any of the State's functions, responsibilities or duties relating to flood control, drainage, and other activities with respect to the conservation, utilization, or control of soil or water resources.

Division of strip mining and reclamation

AUTHORITY.—This Division was established in 1954. It is responsible for reducing or minimizing the damages caused by uncontrolled acid waters from mine operations; to reduce the damages by outwash from spoil banks; and to restore the affected areas to some type of useful vegetation.

ORGANIZATION.—A Strip Mining and Reclamation Commission is established. The Division is headed by a director. There are also four field men responsible for the supervision of all reclamation work and enforcement of the strip mining statute. The director is an ex officio member of the Water Pollution Control Commission.

PROGRAMS AND ACTIVITIES.—The Division of Strip Mining and Reclamation in cooperation with the Department of Fish and Wildlife and the Kentucky Reclamation Association planted game food plants for wildlife habitat as well as for soil reclamation on the stripped areas. In both eastern and western Kentucky, a major movement of deer into these reclaimed areas has been noted.

Flood control and water usage board

AUTHORITY.—This Board was created in 1948. It is the official agency for the planning and development

of an overall program for flood control and water utilization for municipal, industrial, agricultural, and recreation use.

ORGANIZATION.—The Board is headed by a director.

PROGRAMS AND ACTIVITIES.—The Board cooperates with the Department of Fish and Wildlife Resources. Together, they have designed a dam to be used for recreation and municipal water supply for the city of Shelbyville. Plans are under way to complete the modernization of the navigation system of the Ohio River within the next 6 years in conjunction with Corps of Engineers projects in Kentucky.

Department of Fish and Wildlife Resources

AUTHORITY.—This Department has the authority to: fix, close, terminate, shorten, or divide open seasons, or make open seasons conditional; regulate bag or creel limits and possession limits; regulate buying, selling, or transporting; regulate the size or type of any device used for taking, and regulate any method of taking; regulate or restrict the places taking is permitted; regulate taking, or the opening or closing of seasons in waters in which the Department is conducting experiments or making improvements for the purpose of promoting the conservation of wildlife and increasing the supply thereof; and make any other regulations reasonably necessary to implement or carry out the purposes of the Department.

ORGANIZATION.—The Department of Fish and Wildlife Resources is governed by a bipartisan Commission of nine persons, one from each of the State's wildlife districts. The Commission is appointed by the Governor for 4-year terms. The Governor may remove any member of the Commission for inefficiency, neglect of duty, or misconduct in office after first informing the member, in writing, of the charges against him, and affording him an opportunity to defend himself publicly. If vacancies occur in the Commission, they are filled by appointment from a list of five names from each wildlife district, compiled and submitted by the sportsmen of each district.

The commissioners select an administrative commissioner to serve at their pleasure. The administrative commissioner, with the approval of the commission, establishes the departmental organization.

The Department operates under civil service.

The Department is supported by fees and charges, and Federal grants, which resulted in a total income in fiscal 1958-59 of \$2,141,721. Total expenditures for the year came to \$2,045,424.

There are six major Divisions within the Department: (1) Game Management; (2) Fisheries; (3) Law Enforcement; (4) Junior Conservation Education; (5) Public Relations; and (6) Fiscal Control.

PROGRAMS AND ACTIVITIES.—Within the last 10 years, the Division of Game Management has established a deer herd of more than 35,000, which is rapidly increasing. The purchase of 10,000 acres of land for the development of the Ballard County Waterfowl Refuge and Management Area in 1954 was an important addition to the Kentucky game management

system. A system of controlled cropping, timber removal, water impounding, and planting of preferred waterfowl foods is mainly responsible for an increased waterfowl population. The Division also operates a unique sanctuary for song birds, the Kleber Sanctuary, where experimental work is being done for the benefit of both game and nongame species.

Kentucky has 140 small game refuges under contract with farmers. There are 15 big game refuges in the State, comprising a total of 200,000 acres. Pheasants, quail, and turkeys are raised and released in the State each year. In addition, wildlife management programs are carried on by the Division on 12 watershed areas in cooperation with the U.S. Soil Conservation Service. Land area in the 12 watersheds totals 491,424 acres.

The Division of Fisheries operates two fish hatcheries from which over 1 1/2 million fish are released annually. It participates in the farm pond program in which old ponds containing undesirable fish populations are reclaimed by the Division through chemicals. These waters are then restocked with desirable game fish.

The Division of Junior Conservation Education operates two summer camps accommodating about 5,000 persons per season. It also operates 921 conservation clubs, in contrast to 75 clubs in 1945. Membership totaled 50,000 boys and girls in 1959, compared with a total membership of 1,000 boys in 1945. The purpose of this program is to acquaint the youth of the State with its natural resources and the importance of the conservation of these resources.

Conservation officers of the Division of Law Enforcement patrol territory in the enforcement of the game and fish laws. At the same time, they work with farmers to stop vandalism, to help improve ponds, to take orders for trees and shrubs for wildlife improvement, to furnish films and speakers for various meetings, to secure game for restocking, and to perform any other activities that will improve wildlife.

In 1950, 231,358 hunting licenses and 352,594 fishing licenses were issued; in 1959, licenses issued had increased to 285,533 and 415,065, respectively.

Department of Parks

AUTHORITY.—This Department was created in 1960. The Department is authorized to cooperate with counties, cities, and other political subdivisions and with civic and other public service organizations in the planning and promotion of recreation activities. It is authorized to accept on behalf of the State any grant or contribution, Federal or otherwise, to assist in meeting the cost of carrying out the functions assigned to the Department. Among the Department's functions are: operation of parks, shrines, monuments, and museums except those allocated to the Historical Society; acquiring park property; improving and operating parks; fixing fees and charges for the use of parks; establishing and posting regulations; and commissioning park custodians and employees as peace officers.

ORGANIZATION.—The Department is headed by a commissioner of parks appointed by the Governor.

The Department is divided for administrative purposes into two Divisions: (1) Operations; and (2) Planning and Development. The heads of the Divisions are appointed by the commissioner.

A Parks Board is attached to the Department. The Parks Board is a corporate entity. It is composed of three members, appointed by the Governor, for terms of 4 years each. The Board elects a chairman from its membership and serves without compensation except for reimbursement for necessary travel expenses.

The Parks Board may receive, acquire, preserve, hold, manage and convey land, caves, cave rights, leasehold interests, money, and any other property deemed necessary by it. It acts in an advisory capacity to the commissioner of parks in regard to the planning, development, operation, and administration of the State park system. It further acts in an advisory capacity to the commissioner of parks in regard to the establishment and revision of park standards and on the acquisition of land, properties, or sites for State and National parks.

At present, all receipts go into the State's general fund, and the legislature appropriates for all park expenditures as it does for other departments of the government.

PROGRAMS AND ACTIVITIES.—In November 1960, a \$100 million general obligation bond issue—\$10 million of which is to be spent on capital improvements in State parks—was voted by Kentucky's citizens.

Thirty-two State parks, shrines, and memorials are being improved, expanded, or developed from the \$8 million already earmarked for specific projects.

The entire \$10 million available is likely to be committed to specific projects by 1962. A revenue bond issue is planned for further expansion projects.

The large parks with lodges, restaurants, and cottages are the largest revenue producers at present. In 1960, for example, the four largest parks produced revenues of more than \$1,300,000 or about two-thirds of the total receipts of the entire park system.

Other Agencies

DEPARTMENT OF PUBLIC SAFETY.—The Division of Boating of the Department of Public Safety is authorized to carry out the provisions of the State boating act. This includes numbering and registering motorboats; licensing operators of motorboats; setting safety standards regarding the operation of motorboats as well as the promulgation of rules and regulations governing boating on State waters.

DEPARTMENT OF PUBLIC INFORMATION.—The Division of Tourist and Travel Promotion within this Department promotes the tourist industry in Kentucky. A director is in charge of the Division.

KENTUCKY HIGHWAY DEPARTMENT.—This Department is responsible for roadside parks. It cooperates with the Departments of Conservation and Fish and Wildlife Resources.

STATE HISTORICAL SOCIETY.—The Society maintains historical sites, with the exception of those under the administration of the Department of Conservation.

LOUISIANA

The principal agencies responsible for recreation in Louisiana are the State Parks and Recreation Commission and the Wild Life and Fisheries Commission. Three other agencies have peripheral responsibilities affecting recreation: the State Department of Highways, the Department of Public Works, and the Department of Commerce and Industry.

State Parks and Recreation Commission

AUTHORITY.—The State Parks and Recreation Commission was created by the 1952 legislature. The Commission is vested with the authority to acquire, maintain, and develop a system of State parks and to provide pertinent outdoor recreation facilities connected with such parks. It has the power of eminent domain. It is also authorized to enter into cooperative agreements with other governmental entities for the accomplishment of these major purposes, to assist the State's political subdivisions in the development of local recreation facilities, and to cooperate with private and commercial recreation interests in the promotion of recreation opportunities. The Commission can accept gifts, contributions, or bequests of money or other personal property to be expanded or used for State park purposes. It can acquire in the name of the State by purchase, lease, agreement, condemnation, or otherwise, such land as it deems necessary or desirable for park purposes and in case of any such acquisition may pay for any land or interest in land so acquired out of any funds or revenues belonging or accruing to the Commission dedicated to that purpose. It may charge a fee for the privileges of fishing, hunting, camping, and for the leasing of concessions or other privileges, in any part of a State park. It is authorized to retain any surplus funds remaining at the end of each fiscal year resulting from the operations of the various parks and other recreation facilities operated by and under the supervision and control of the Commission, provided that such surpluses are expended within 1 year after the close of each fiscal year for the purchase of equipment, repairs and improvements to existing facilities, when approved by the commissioner of administration.

ORGANIZATION.—The Commission is composed of six ex officio and nine appointive members. These ex officio members include the Governor, the Director of Wild Life and Fisheries, the executive director of the Department of Commerce and Industry, the registrar of the State Land Office, the director of the Department of Highways, and the director of the Department of Public Works. Seven of the other nine are appointed by the Governor entirely at his discretion. One additional member is appointed by the Governor from a panel of five persons nominated by the Louisiana State Garden Society and one member from a panel of five nominated by the Louisiana

Federation of Women's Clubs. Terms of appointive members are concurrent with that of the Governor and appointments to vacancies are made by the Governor.

The Commission appoints and sets the salary of a director of State parks and recreation. The director acts as the secretary of the Commission. Policy is established by the Commission and all regulations and reports are issued under its authority. However, all planning, preparation of reports, and negotiations for sites and improvements are carried out by the director and assistant director. The six parks are administered by resident superintendents and their staffs.

The Commission is required to submit an annual report to the Governor on its operations, finances, and proposed expenditures. The Governor must present copies of this report to the legislature.

The Commission's operations are financed primarily by State appropriations, but is empowered to hold revenues derived from its income-producing operations beyond the current fiscal year in a revolving fund for expenditures or improvements.

PROGRAMS AND ACTIVITIES.—In 1956, the Wild Life and Fisheries Commission transferred the Lake Bruin Fish Hatchery to the Parks and Recreation Commission for development as a public recreation facility. In addition to recreation programs, the administrators of the park system are responsible for permitting (and in a number of cases encouraging) biological and archeological research in the State parks. The Marksville Prehistoric Indian Park was developed primarily as an archeological site and museum. The Commission publishes a brochure on this park as well as other publications including "History of the Louisiana State Park System," "Louisiana State Parks and Monuments," "Acadian House Museum," etc. Many private organizations have been active in supporting the parks program through donations of money and land. The Historic Houses Association advertises Commission facilities. Local governments have assisted in the development of parks by building roads, bridges, docks, and parking areas, and in a few cases by obtaining small tracts of land and conveying them to the Commission. Tent and trailer camping is on the increase to such an extent that separate camping grounds are being developed at two State parks—Fontainebleau and Lake Bistineau. These facilities are being constructed with the net profit made on the 1958-59 revolving fund operation. Others will be planned for the remaining four regional State parks. Fort Jessup State Historic Monument is now open with exhibits to tell the history of this military outpost which was under the command of Gen. Zachary Taylor just prior to the Mexican War.

Wild Life and Fisheries Commission

AUTHORITY.—The legal bases of the Wild Life and Fisheries Commission are found in article 6, section 1(A) of the Louisiana constitution and in Louisiana

Revised Statutes of 1950, title 56, sections 1-801 as amended.

The main function of the Commission is protection, conservation, and replenishment of fish and wildlife. It is the duty of the Commission to enforce "all law relative to the protection, propagation, and selling of birds and game, ... all species of fish in the State ... and oysters; ... to assist in protecting all leasees of private oyster bedding grounds in the enjoyment of their rights, ... private fish ponds used by individuals to propagate fish ... and game preserve placed under the control of the State; ..."

The Commission has the right to "set aside of itself, or concurrently with any duly authorized parish game and fish commission, suitable locations in any of the waters of the State, ... and operate and maintain hatcheries, sanctuaries, and propagating places for the protection and propagation of fish for maintaining the supply in those waters and for restocking." The Commission also "may prescribe the methods of taking wildlife and may fix season and bag limits or may close season on all wildlife or any species thereof in any specific locality where it finds, after investigation, that such action is necessary to assure the maintenance of adequate supply of wildlife."

The powers of the Commission include the employment of wildlife agents and armed patrols to enforce all wildlife and stream pollution laws; the issuance of licenses for hunting, trapping, fishing, shrimping, and taking oysters; the issuance of certain licenses for shipping game or birds, fish, oysters, and shrimp and the issuance of certificates for shipping fish, shrimp, frogs, and crabs out of State; the licensing of nets and boats used in commercial fishing, shrimping, and taking oysters; and the collection of the State severance tax on skins and hides, oysters, and salt water shrimp.

ORGANIZATION.—Of the seven members of the Commission, three are required to be qualified voters from the coastal parishes and representatives of the commercial fishing and fur industries. The others are chosen at large. All members are appointed by the Governor. The Commission is headed by a director appointed by the Commissioners and serving at their pleasure. In addition, there are two assistant directors appointed by the Commission. One of these is responsible for the administration of the commercial fur and fishing laws, and the other is responsible for the wildlife and game laws of the State. The Commission is divided functionally into seven Divisions: (1) Administrative; (2) Enforcement; (3) Fish and Game; (4) Water Pollution Control; (5) Oysters and Water Bottoms; (6) Fur; and (7) Education and Publicity.

The Commission is financed by State appropriations, fees from charges, Federal grants-in-aid, and by grants from the Rockefeller Foundation and the Rockefeller Wildlife Refuge Fund. The Commission's sources of revenue (particularly the Rockefeller Refuge Fund) are on a revolving basis and projects may be carried over from one fiscal year to the next.

PROGRAMS AND ACTIVITIES.—There are five State-owned wildlife refuges in Louisiana, with a total acreage of 250,000 and five refuges leased to the State with a total of 141,765 acres. As of 1957, there were 23 areas in the State for public shooting, areas so situated that hunters throughout the State have good access to them. Several additional locations have recently been added to this list, including a 15,000-acre hardwood tract purchased by the State. Game management areas have been opened for control of squirrel, deer, and quail hunting. In addition, in each of the State's seven game management districts, there are two 1,000-acre tracts, each containing a fenced food plot. In each district one of the two tracts is reserved for public hunting.

The Commission performs an educational function through the Education and Publicity Division, which publishes a monthly magazine, "The Louisiana Conservationist," with an estimated circulation of 68,000. Other activities of the Division include the maintenance of a natural resource film library, a wildlife museum, and supervision of a wildlife education program in Louisiana schools. The Division also serves as a clearinghouse for information.

The Commission is responsible, under 1960 State legislation, for executing a uniform State boat numbering system.

The Commission works with the Louisiana Forestry Commission for the preservation of game habitat, the prevention of disastrous fires, and the protection of mast-bearing trees necessary to the survival of several game species. There has also been cooperation with Federal agencies and with private groups.

Other Agencies

DEPARTMENT OF HIGHWAYS.—This Department constructs and maintains roads within the State parks and access roads to these parks, with title to the property remaining with the Parks and Recreation Commission. The Department has constructed and maintains two boat launching ramps in areas adjacent to highways. The Department also has 65 roadside parks in use and 3 under construction.

DEPARTMENT OF PUBLIC WORKS.—This Department's responsibilities include planning, constructing, and administering such public works as levees, canals, dams, locks, spillways, reservoirs, drainage systems, etc. The Department also constructs lakes used for conservation and recreation purposes. From 1943 to 1959, the Department built or enlarged five reservoirs for the Wild Life and Fisheries Commission, with a total area of 37,800 acres and at a cost of \$747,291.41. The Department, as the primary engineering and construction agency for the State, services both the Parks and Recreation Commission and the Wild Life and Fisheries Commission. It has engaged in extensive construction work for Wild Life and Fisheries and has recently done some work for the Park Commission at Fort Jessup.

DEPARTMENT OF COMMERCE AND INDUSTRIES.—
This Department advertises recreation facilities through the maintenance of the State Tourist Bureau. The director of the Department is an ex officio member of the Parks and Recreation Commission.

STATE LAND OFFICE.—This Office has always taken an active interest in Louisiana parks and recreation

areas. Although State lands have not generally been found suitable for development for these purposes, this office and the State Parks and Recreation Commission accept the idea that if further development should open the possibility for use of public lands for recreation purposes within the Commission's scope of activity, lands would be conveyed.

MAINE

While there are many State agencies involved in promoting the development and use of Maine's natural recreation resources, much of this activity is designed to supplement and support the recreation business traditionally carried on by private enterprise. Those agencies of State government having the most important administrative programs for outdoor recreation are the Department of Inland Fisheries and Game, the State Park Commission, the Maine Forestry Service, and a public authority for the administration of the State's largest single park, the Baxter State Park Authority.

Department of Inland Fisheries and Game

AUTHORITY.—What is now the Department of Inland Fisheries and Game developed from the Fisheries Department established in 1862. The latter agency was eventually divided into the Inland Fisheries and Game Commission and the Sea and Shore Fisheries Commission in 1895. Departmental status, with a single fish and game commissioner, was achieved in 1929. The Department's present authority derives from legislation enacted in 1954 and relates to all game animals and all fish above tidal waters. In general terms, the Department's objective is to insure Maine's position as a hunting and fishing area. It undertakes whatever research, management, and educational functions are necessary to perpetuate fish and game populations and enforces all laws and regulations. The Department has the authority for certain purposes to acquire land by eminent domain, purchase, gift, etc. It can enter into lease and easement arrangements.

ORGANIZATION.—The Department is headed by a commissioner appointed by the Governor and a deputy commissioner appointed through the State Department of Personnel by the Commission. There is an advisory council of seven citizens, which acts as a channel of communication between the Department and sportsmen. Council members serve 3-year terms without pay.

There are seven functional Divisions within the Department: (1) the Warden Division; (2) the Hatchery Division; (3) the Fisheries Research and Management Division; (4) the Game Research and Management Division; (5) the Engineering Division; (6) the Information and Education Division; and (7) the Accounting and Licensing Division.

The commissioner is an ex officio member of the State Park Commission, the Atlantic Sea Run Salmon Commission, and the Baxter State Park Authority.

The Department is financed with dedicated revenues obtained from the sale of licenses, fines, and fees, and from Federal aid grants.

PROGRAMS AND ACTIVITIES.—Although the sales of hunting and fishing licenses of all kinds have been increasing—from 285,045 in 1950 to 356,123 in 1960—the department thinks that a plateau has probably been

reached; consequently, emphasis for the past few years has been on more effective research, educational, and management programs. The Department operates a game farm and 16 fish hatcheries but does not maintain any public shooting or fishing areas.

An extensive information and education program is carried on by means of a large number of departmental publications and a film service designed to illustrate facts and information about wildlife. Research is carried on in cooperation with the State university through the Maine Cooperative Research Unit and the College of Arts and Sciences. Planning is done primarily on a fiscal year basis although specific development plans for 5-year periods are developed. The Department has just recently accomplished a 10-year program for the development of its fish hatcheries.

State Park Commission

AUTHORITY.—The Maine State Park Commission was created in 1935. The Commission is responsible for the planning, development, maintenance, and use of land and water areas suitable for recreation. The Commission is required by statute to cooperate with the Federal Government, State, county, and municipal agencies in studying and planning recreation areas of scenic beauty, scientific, educational, and historical interest. The Commission may accept gifts of land or make purchases for all such purposes, and has the right of eminent domain.

ORGANIZATION.—The Commission is composed of five members appointed by the Governor and council for 3-year terms. Two members are appointed ex officio—the commissioner of Inland Fisheries and Game and the forest commissioner. Not more than two of the other three (private) members may be of the same political party. Directly responsible to the Commission is the full-time director of State parks.

The director employs an accounting and planning staff as well as park operations and historic sites supervisors who oversee the activities of the staffs of the various parks and memorials under the jurisdiction of the director.

The legislature recently changed the agency's financing from one of dedicated revenues accruing from fees, charges, and resource sales, to appropriations from the general fund into which all such income goes.

PROGRAMS AND ACTIVITIES.—The activities of the State Park Commission are shaped to a considerable degree by the fact that a great deal of recreation takes place in Maine's heavily forested areas. The Commission has been the beneficiary of several gifts of land from corporate forest owners which have included some shoreline areas as well as woodlands.

The agency has recently developed two completely new State parks and has developed 5- and 10-year plans for the renovation of existing parks as well as

the development of new sites. In these activities, the Commission cooperates with the informal Maine Interagency Resources Committee as well as the National Park Service, which has recommended particular sites for development. Of particular importance in recent years has been the increasing use of camping facilities and the Commission's programs to keep up with such demands.

Baxter State Park Authority

AUTHORITY.—This Authority was created in 1954 to manage the more than 193,000 acres of land acquired by the State as trustee from former Gov. Percival P. Baxter. The Authority replaced a commission established shortly after the land was acquired in 1931. The area is to be maintained primarily as a "wilderness" and the Authority is empowered to maintain wildlife balances, to clear, protect, and restore areas of forest growth damaged by acts of nature, to build trails and access roads to campsites, and to construct shelters and lean-tos for mountain climbers, and other nature lovers. Recreation purposes are held to be secondary to "wilderness" objectives and most recreation developments have been constructed on the borders of the area.

ORGANIZATION.—The Authority consists of three members—the forest commissioner, who is primarily responsible for administration of the area and its facilities, the commissioner of Inland Fisheries and Game, and the State attorney general. Administrative and management functions are performed by a supervisor and eight Baxter park rangers.

Income is derived from fees and charges (estimated for 1961 at \$20,000), general appropriations, and income from a trust fund established by the donor of the land.

PROGRAMS AND ACTIVITIES.—Baxter State Park is designed to be a wilderness area for outdoor recreation purposes with the establishment of seven outer perimeter campgrounds. The recreation program is designed to concentrate campers and picnickers on roads bordering the forests, which can be easily supervised. Future planning includes a reservation system to reduce the current heavy use of the limited facilities (seven campgrounds), as well as the construction of gatehouses to limit access. Hunting is allowed in the two northern township areas within the park.

Maine Forest Service

AUTHORITY.—The service traces its original establishment to the land office in 1820 and later through the creation in 1891 of the post of forest commissioner. Although it owns no lands, the service is charged with the responsibility as trustee of promoting better management practices on about 60,000 acres of preserved lands, also programs of fire, disease, and insect control on some 17 million acres of forest lands. Of this total, approximately 12 million acres are unincorporated townships (wild lands) and designated as the Maine Forestry District. Most of the lands are in the hands of corporate owners.

ORGANIZATION.—The service is headed by a forest commissioner appointed by and responsible to the Governor. He is an ex officio member of the State Park Commission and a member of the Baxter State Park Authority.

The commissioner supervises the activities of five Divisions: (1) Fire Control; (2) Pest Control; (3) Management; (4) Headquarters Staff; and (5) Baxter State Park Authority. The Fire Control Division and the Baxter State Park Authority are involved directly with forest fire control and recreation activities.

PROGRAMS AND ACTIVITIES.—Aside from the activities associated with the Baxter State Park (discussed under that heading), the Fire Control Division maintains some 250 campsites and picnic grounds. Most of these are located on lands leased from private owners. The objective of this program is primarily one of fire control while recreation is a secondary purpose. The division attempts to concentrate forest visitors in specific areas where recreation opportunities are made available and where danger from fire and other misuse can be minimized by supervision and management. The Division also gives instruction in safe camping practices, makes periodic inspections of sites, and issues publications designed to inform the public about recreation facilities and their proper use.

Other Agencies

ATLANTIC SEA RUN SALMON COMMISSION.—The Commission was created to restore and manage the Atlantic salmon in the area from the Aroostook River to the Sheepscot River. Through research activities and construction of engineering works, the Commission seeks to restore a plentiful population of salmon suitable for fishing. Current planning encompasses restoration programs for eight of the State's rivers.

DEPARTMENT OF SEA AND SHORE FISHERIES.—This Department, originally created in 1895, focuses its activities on the promotion and regulation of commercial salt water fishing. In cooperation with various other State agencies, the Department has made some effort to promote sport fishing in coastal waters.

WATER IMPROVEMENT COMMISSION.—Established in 1951, the Commission conducts pollution tests of fresh waters, recommends abatement measures, and classifies State waters according to purity.

DEPARTMENT OF ECONOMIC DEVELOPMENT.—Among various other duties, this Department has statutory responsibility for publicizing the State's recreation facilities and providing expert assistance to private enterprise in the development of new recreation ventures. The Department has produced a systematic study of tourism in Maine and generally undertakes to promote visitation from outside the State through its Division of Recreational Promotion.

STATE HIGHWAY COMMISSION.—The Commission, through its Division of Special Services, constructs and maintains highway picnic areas. The purpose of this program is to help ease transient travel to recreation areas and to support the summer tourist trade.

DEPARTMENT OF HEALTH AND WELFARE.—The Department's Division of Sanitary Engineering carries the responsibility of inspecting and licensing recreation and overnight camps throughout the State. Water supply, sanitary facilities, and kitchen cleanliness are inspected regularly before the issuance of licenses.

MARYLAND

State administration and promotion of outdoor recreation in Maryland are allocated to the Board of Natural Resources and its associated Departments of: Forests and Parks, Game and Inland Fish, Tidewater Fisheries, and Research and Education. The State Planning Commission and the State Roads Commission have on occasion also entered the outdoor recreation field.

Board of Natural Resources

AUTHORITY.—The Board of Natural Resources, an agency created by the general assembly in 1941 to coordinate the activities of the several Departments concerned with conservation, is clearly charged by law with the following duties: to discuss problems of conservation; to act as a clearinghouse for constructive suggestions; to deal with such complaints, suggestions, or proposals as can be handled more satisfactorily by the Board than by the Departments separately; and to review the work of the Departments. It submits to the Governor an annual report which includes the reports of the five associated Departments together with pertinent budgetary data. Thus the work of the Board of Natural Resources is chiefly coordinative and advisory.

ORGANIZATION.—The Board, composed of 13 members, is headed by the chairman of the Tidewater Fisheries Commission, a gubernatorial appointee who acts as chairman of the Board of Natural Resources during his 6-year tenure of office as chairman of the Commission. Additionally, four members of the Board are the directors of the remaining four Departments: (1) Research and Education; (2) Game and Inland Fish; (3) Forests and Parks; and (4) Geology, Mines, and Water Resources. There are also eight additional members of the Board of Natural Resources: by law, two members are appointed by the Governor from the tidewater counties of the Eastern Shore; two are appointed from the State at large. Two of the four appointed from the tidewater counties must have practical knowledge of tidewater fisheries but may not have financial interest in the fisheries industry.

The eight members of the Board appointed by the Governor serve for staggered terms of 4 years. The departmental directors serve on the Board during their employment under the merit system. Also in accordance with the merit system, the Board appoints an executive secretary and other employees as needed.

Department of Forests and Parks

AUTHORITY.—This Department was created in 1941. It was created "to promote, administer, and manage all State owned or leased forests, parks, scenic preserves, parkways, historical monuments, and recreation," and administer all laws relating to them. The Department is also authorized to encourage the economic development and use of its natural re-

sources for the improvement of the local economy, preservation of the natural beauty, and promotion of the recreation interest throughout the State.

ORGANIZATION.—The Department is headed by a Commission composed of five members appointed by the Governor for 5-year terms of office.

By law, one commissioner is appointed on the recommendation of the Maryland Grange, one on the recommendation of the Maryland Farm Bureau, one because of his practical experience in lumbering, and the other two because of "their general interest in the advancement of State parks and recreation." The commissioners may be removed by the Governor for cause, but ordinarily serve 5-year terms. They receive no salary.

The director of the Department is a merit service employee who administers and directs the policies and programs adopted by the Commission. He must be a graduate of an accredited forestry school.

The director of the Department is an ex officio member of the Board of Natural Resources. The Department has a superintendent of State parks and a State forester.

PROGRAMS AND ACTIVITIES.—The Department operates the State forest nursery and provides technical advice and assistance for landowners on the management of woodlawns. It has the authority to develop recreation areas, (not more than 10 of not more than 20 acres each), on U.S. 40 between Hancock and the Pennsylvania border. These lands will be purchased by the State Roads Commission for the Department.

Maryland is acquiring land for two new parks in the Baltimore region. The largest, the Gunpowder Falls State Park, will consist of about 12,000 acres along Big and Little Gunpowder Falls. Of the estimated \$6 million cost, \$2 million has already been appropriated, and about 700 acres have been acquired. Also, north of Baltimore is the 1,250-acre Susquehanna River State Park, for which \$192,000 has been appropriated. This park involves a lease with the Susquehanna Electric Company, a gift of 300 acres, condemnation, and purchase. This park, near Havre de Grace, is one of Maryland's best tidewater fishing areas. Besides the usual park facilities, there are historical features, including a section of the Tidewater Canal, and a grist mill of the Revolutionary period. The addition of these two areas will help to meet Maryland's park needs in the heavily populated Baltimore-Washington corridor. The city of Baltimore has also entered into cooperative arrangements with State agencies on city-owned properties available for large-scale recreation purposes. Moreover, the Baltimore Regional Planning Council was recently created. The council, composed of representatives of the six political entities which make up the Baltimore metropolitan area, has made extensive studies of recreation needs and resources.

Deep Creek Lake State Park was opened on July 1, 1959. This 1,773-acre area is on a hydroelectric

project owned by the Pennsylvania Electric Co., acquired by purchase, condemnation, lease, and transfer of lands with the Department of Game and Inland Fish.

The Department of Forests and Parks has cooperative relationships with various agencies. Since public hunting is allowed in all State forests, except the extensively developed recreation areas and areas set aside for game propagation, close cooperation exists with the Department of Game and Inland Fish. Hunting is not permitted in most State parks. The Department has also received the assistance of the Department of Research and Education on research problems and the assistance of the Maryland Department of Economic Development in the promotion of recreation facilities administered by the Department.

An advisory group known as the Patapsco Land Advisory Committee was appointed in 1951. Its membership consists of representatives chosen by the State, Baltimore City, and each of the three counties in which the park is located. This group serves in an advisory capacity to the Department in matters relating to the acquisition of land for the park.

A second advisory group was created in August 1959, when the Governor appointed the Gunpowder River Valley Park Advisory Commission. It is composed of 20 members and is commissioned to assist the Department by: (1) aiding in placing realistic values on land to be acquired for the Gunpowder Park; (2) expediting all land survey and land acquisition; (3) exploring the possibilities of acquiring certain lands via gifts; and (4) advising the Department of Forests and Parks as to the proper improvement and usage of areas to be acquired.

A third advisory group was appointed by the Governor in 1960, to advise the Department in the acquisition of land for the Susquehanna State Park.

In March 1961, the Maryland General Assembly enacted a bill to preserve the Patuxent River Valley as a green buffer zone between Washington and Baltimore. The bill would set aside the valley for parks, a wildlife refuge, and open spaces. The Senate Finance Committee added \$150,000 to the State capital improvement budget for the purchase of park land along the Patuxent. The State director of forests and parks has recommended eventual acquisition of 8,500 acres for a State park on the upper Patuxent in Howard, Montgomery, and Prince Georges Counties.

In April 1961, the Maryland-National Capital Park and Planning Commission unanimously approved a \$7.5 million budget for regional development. Almost \$3 million was earmarked to buy new park lands. The \$3 million to buy park lands provided a start in a \$28.5 million, 5-year plan to quadruple existing park land in suburban Maryland. The long-range plan envisages the purchase of 12,451 acres in Montgomery County at a cost of \$16 million, and 7,168 acres in Prince Georges County at a cost of \$12.5 million.

Department of Game and Inland Fish

AUTHORITY.—The State Game Department was created in 1896. It became a division of the Conservation Commission in 1916. In 1939, the present Department was created to restore, establish, maintain, protect, and continue game bird, game mammal,

and inland water fish populations in the State in order to provide food and recreation for hunters and anglers.

ORGANIZATION.—The Department of Game and Inland Fish is headed by a commission of five men appointed by the Governor for staggered terms of 5 years. The members must represent fairly the geographic sections of the State. Each appointee is required to be well informed on the subject of wildlife conservation, and must have held a hunter's or angler's license prior to appointment. The Governor has power to remove a member of the commission for inefficiency, neglect of duty, or misconduct in office.

Effective supervision of departmental activities is placed in the hands of the director, who is a merit system civil servant. For administrative purposes, the State is divided into six geographic regions, each headed by a regional warden responsible to the director.

The Department of Game and Inland Fish is one of five agencies whose activities are coordinated and integrated by the Board of Natural Resources. The director of the Department is an ex officio member of the Board.

For purposes of administration the Commission has created four Divisions under the supervision of the director. They are Public Relations, Game Management, Inland Fish Management, and Law Enforcement.

PROGRAMS AND ACTIVITIES.—The Department cooperates with the State Roads Commission in the roadside park program and the development of ponds. It is hoped that excess land acquired by the State Roads Commission can be used for part of the Department's refuge or fishery program.

An agreement exists with the U.S. Soil Conservation Service to take over fish and wildlife management in areas under the jurisdiction of the Soil Conservation Service.

In cooperation with the city of Baltimore, the Department stocks fish in the city's public water supply reservoir and manages the recreation uses of these waters.

Department of Tidewater Fisheries

AUTHORITY.—The Tidewater Fisheries Commission has legal authority over the Department of Tidewater Fisheries, an outgrowth of the old Conservation Commission which was split into two separate agencies in 1939. It has responsibility for tidewater fish management, development and propagation of rock-fish, oyster propagation, marine patrol and inspection, and hydrographic engineering.

ORGANIZATION.—The Commission is composed of three members appointed by the Governor and approved by the senate for staggered terms of 6 years each. Not more than two of the commissioners may be of the same political party. The Governor designates the chairman of the Commission, who serves in that capacity during his term of membership. The chairman of the Commission of Tidewater Fisheries is by law also the chairman of the Board of Natural Resources.

The Commission administers all functions of the Department. Seven major Divisions are under the supervision of the Commission: (1) General Administration; (2) Marine Patrol and Inspection; (3) Hydrographic Engineering; (4) Shellfish Culture; (5) Fin-fish Biology; (6) Training and Public Relations; and (7) Boating and Recreation.

PROGRAMS AND ACTIVITIES.—The Division of Boating and Recreation has charge of registration of the boats in Maryland, and has authority to develop the recreation aspects of water use. For the 1961 fiscal year a total of \$9,600 was requested for the recreation aspect of the program. This Division is charged with responsibility for developing harbors and streams for recreation purposes and fostering regattas and other water sports. The Division of Shellfish Culture is responsible for oyster rehabilitation in Maryland. The Division purchases seed oysters and plants them on existing natural oyster bars in the tidewaters. Funds appropriated by the general assembly for oyster planting are divided among the oyster counties in accordance with the number of oystermen in each county.

The work of the Hydrographic Engineering Division is technical, utilizing a full-time hydrographic engineer and two aids. The Division conducts examinations and investigations incident to applications for leases on oyster grounds, makes surveys and draws final leases, and charts tidewater areas to show location of oyster, crab, and clam resources and fishing structures.

The Division of Fin-fish Biology conducts research to provide answers to problems of seafood management.

Department of Research and Education

AUTHORITY.—This Department was created in 1941 to implement the research and educational programs of the natural resources departments.

ORGANIZATION.—The Department is headed by an unpaid five-member commission appointed by the Governor for staggered terms of 5 years. Maryland law specifies that these commissioners "shall have had training and experience in scientific investigation and research, especially in the field of natural resources." The Department is administered by a director who has general executive duties and who is hired by the commission in accordance with merit system procedures.

PROGRAMS AND ACTIVITIES.—The Department has stressed marine research on fish, crabs, and oysters. In addition to its biological investigations, the Department operates with the Department of Tidewater Fisheries in statistical analysis related to fish management problems. Members of the staff of the

Department also frequently serve in an advisory capacity on commissions and committees concerned with some phase of conservation. It operates a summer program annually at its laboratory at Solomons for a maximum of 10 graduate students and faculty members to do independent or cooperative research. In accordance with its educational mission, the Department conducts a broad campaign designed to encourage public sympathy with conservation and to teach its methods.

Other Agencies

DEPARTMENT OF GEOLOGY, MINES AND WATER RESOURCES.—This Department is concerned with the licensing, inspection, and regulation of the mines in the State. The remaining functions of the Department have to do with the conservation of surface and underground waters, shore erosion, and the topographic and geologic mapping of the State. It has been making an inventory of ground and surface water resources and the Department issues favorable or unfavorable reports to the State Board of Engineers for Rivers and Harbors regarding proposals for modification of harbors and channels. This activity is in accordance with the Department's responsibility for protecting ground waters from contamination.

WATER POLLUTION CONTROL COMMISSION.—This Commission is charged with the responsibility of investigating and from time to time recommending means of eliminating or limiting pollution. The Commission is authorized "to encourage voluntary cooperation" in pollution control, but it may issue special orders requiring offenders of Maryland laws to take action to curb practices causing pollution. The Commission lists all sources of industrial pollution in its annual report.

STATE ROADS COMMISSION.—The Commission's Division of Maintenance selects suitable sites for roadside parks from lands already owned by the Commission as parts of right-of-way. The Division develops the sites through landscaping and furnishing the area with picnic tables, garbage containers, and so forth. It also provides continuing maintenance for the picnic areas.

DEPARTMENT OF ECONOMIC DEVELOPMENT.—This Department's Tourist Division prepares information about the State for distribution throughout both the State and the country. It encourages the development of recreation areas and the tourist business. The Division's activity has been geared to the promotion of travel and recreation. The division estimates that nearly 50 percent of the requests for information pertain to recreation activity. Eighty percent of the replies to advertisements asking: "What are you interested in, in Maryland?" has indicated "historical sites."

MASSACHUSETTS

The pattern of outdoor recreation resource administration in Massachusetts is complicated by the existence of long traditions of private philanthropy, heavy local government responsibilities, and mixed State and local government responsibility for many services. As a consequence, this chapter must deal with several State agencies in addition to local governments and private undertakings. The work of the Department of Natural Resources and the Metropolitan District Commission will be reviewed first, followed by a résumé of the activities of other important participants.

Department of Natural Resources

AUTHORITY.—The Department of Natural Resources was created in 1953 as the replacement for the Department of Conservation, which had been established in 1919. The Department is authorized to exercise general care and oversight of the natural resources of Massachusetts; to make investigations and to carry on research; to propose and carry out measures to protect, conserve, control, use, increase, and develop the natural resources of the State. It is also charged with responsibility for the development of public recreation as related to natural resources. It controls and supervises parks, forests, and areas of recreation, scenic, or historic significance. In pursuit of these objectives, the Department is endowed with specific statutory powers, including the power of eminent domain.

ORGANIZATION.—The Department is headed by an unpaid five-member board, appointed by the Governor and council for 5-year staggered terms. The Board of Natural Resources appoints a commissioner for the Department, who serves at the pleasure of the Board and acts as executive officer for the Department. No two of the members of the Board may be from the same county and all must be qualified in the field of natural resources or in the work of the Department. The operations of the Department are financed through funds appropriated by the legislature.

The Department of Natural Resources consists of five divisions, two of which, the Fisheries and Game Division and the Water Resources Division, are headed by their own boards. The other three Divisions are: (1) Forests and Parks; (2) Marine Fisheries; and (3) Law Enforcement.

Division of fisheries and game

AUTHORITY.—The Board of Fisheries and Game, an autonomous agency within the Department, makes policy and supervises the administration of this Division through an executive officer. The Board consists of five persons, unpaid, appointed by the Governor for 5-year staggered terms. The Division has as its function the planning, development, and managing of wildlife areas, game preserves, and public fishing sites. In addition to its management responsibilities, the Board issues licenses to hunters and fishermen,

taxidermists, fur buyers, and propagators, and promulgates rules and regulations for fishing and hunting in specified areas.

ORGANIZATION.—The Fisheries and Game Division carries on its work through five operating subdivisions: (1) general administration; (2) public fishing grounds; (3) information and education; (4) propagation; and (5) wildlife research and management. The latter two operate through district field organizations.

Financing for the Fisheries and Game Division derives through legislative appropriation from the "Inland Fisheries and Game Fund." This fund consists of all receipts from license fees, fines, permits, and Federal grants-in-aid.

PROGRAMS AND ACTIVITIES.—Hunting and fishing continue to play increasingly important roles in outdoor recreation and the utilization of outdoor resources in Massachusetts. Some measure of the importance of this Division's programs is illustrated by the expenditure of more than \$1,169,000 on all programs in 1959. Most of these activities benefited the people who purchased 319,319 hunting and fishing licenses of various kinds in 1959 (in 1940, some 180,000 hunting and fishing licenses were purchased). To carry out its programs, the Division employed 103 persons, exclusive of law enforcement officers who are employed by the Division of Law Enforcement. These persons operated or supervised 16 State-owned, leased, or licensed wildlife management areas covering more than 31,000 acres; 11 wildlife sanctuaries of more than 1,200 acres; and more than 80 miles of public fishing sites. The Division has made a limited practice of leasing from private owners 10 feet of land on either bank of a suitable stream for public fishing purposes.

In addition to its management, propagation, and research activities, the Division of Fisheries and Game conducts an effective publicity and public relations program. Its bimonthly magazine, "Massachusetts Wildlife," has been published since 1950. The Division also makes publications of a technical and scientific nature available to interested persons and groups.

In addition to serving the hunting and fishing population of the State, the Division cooperates with the Division of Forests and Parks in joint arrangements for making hunting and fishing opportunities available in some of the State parks and forests. To work out joint problems, the Fisheries and Game Board meets twice annually with the Natural Resources Board.

On the scientific level, the Division cooperates with the U.S. Fish and Wildlife Service, from which it derives grant-in-aid funds (Federal aid amounted to more than \$158,000 in 1959), and with the University of Massachusetts, the site of a graduate research unit jointly supported by the Fisheries and Game Board, the Wildlife Management Institute of Washington, D.C., and the U.S. Fish and Wildlife Service. Finally, the Division cooperates with many private

organizations of sportsmen and conservationists, including an arrangement wherein the Division helps to operate the Massachusetts Junior Conservation Camp.

Division of water resources

AUTHORITY.—This Division was established by special act in 1956. The Division is headed by a Water Resources Commission authorized to develop State water policy and improve water resources. It is charged with responsibility for programs provided for by the Federal Watershed Protection and Flood Prevention Act. The Division has no specific program responsibilities with respect to outdoor recreation. However, it has an indirect impact on recreation since it reviews for the Governor, reservoir or harbor improvement projects prepared by the Corps of Engineers or Soil Conservation Service.

ORGANIZATION.—The Water Resources Commission is composed of the heads of six administrative departments appointed ex officio and three unpaid public members appointed by the Governor for 3-year overlapping terms. The qualifications for the public members are that each shall represent a major type of water user. The departmental members are: (1) agriculture; (2) commerce; (3) natural resources (chairman); (4) public works; (5) public health; and (6) the metropolitan district commissioner.

Division of forests and parks

AUTHORITY.—The Division of Forests and Parks resulted from the 1953 consolidation of two separate Divisions, one for forestry and the other for parks and recreation. The Division is charged with the responsibility for maintaining the State's forests and timber production, water conservation, and wildlife production, and for providing recreation opportunities in both the forests and parks.

ORGANIZATION.—The Division is headed by a director appointed by and responsible to the commissioner of natural resources. Activities are carried on by four Bureaus and a field organization. The four Bureaus are: (1) Forest Development; (2) Recreation; (3) Fire Control; and (4) Insect Pest Control.

The Bureau of Recreation, which is charged with planning, developing, and managing recreation facilities in both forests and parks, is headed by a chief appointed by the director of the Division of Forestry and Parks with the consent of the commissioner of natural resources for a term of 5 years. An assistant chief of the Bureau is appointed under the State's civil service regulations. Eight recreation and scenic areas are administered by special Commissions, e.g., Walden Pond, Greylock, etc. The Commissions are autonomous units.

The Bureau of Recreation is financed totally with revenues from the State Recreation Areas Fund, which is shared with the Department of Public Works in its operation of certain beach areas (discussed below). The fund is designed to fill the gap between the bureau's fiscal needs and the revenues which it derives from fees and charges. It consists of levies against local governments (outside the metropolitan park district, discussed below), which are made annually against cities and towns on the basis of a formula which takes

into account the community's population and assessed valuation as compared with the population and assessed valuation of the entire State.

PROGRAMS AND ACTIVITIES.—As has been noted previously, this Division's Bureau of Recreation contains the prime focus of outdoor recreation policies and programs. Since 1954, the Bureau has received increasing responsibility for programming the use of Massachusetts' outdoor resources as well as planning for their development. The Bureau manages recreation facilities at some 50 areas around the State, ranging from simple picnicking facilities at some parks and forests, to more elaborate combinations of camping, swimming, overnight accommodations, etc., at others. These efforts required the services of 301 persons, full-time and seasonal, in 1959, and an expenditure of more than \$1,600,000 in the same year. Of this expenditure, some \$218,000 was financed by user-fees and charges, while the remainder was raised by the State levy against cities and towns for the State Recreation Area Fund cited above.

The Bureau of Recreation has engaged in extensive planning projects at the request of the State legislature. As a matter of policy, the Bureau attempts to plan ahead for 5 years, each year revising the plan for succeeding years. It also has made special plans. For example, in 1956, the Bureau was given the responsibility for working with the Department of Public Works in developing a plan for the establishment of the Massachusetts Bay Circuit, a system of greenbelts and recreation areas ringing the outer edge of the Boston Metropolitan area. The commissioner of natural resources was granted the authority to acquire land by eminent domain under this program, provided the assent of local government was obtained where necessary. To date, no funds for this program have been provided by the legislature.

In 1957, the Department of Natural Resources published a 20-year plan for the development of Massachusetts recreation resources, produced with the assistance of a private consulting firm. This plan looked forward to an extensive development costing some \$100 million over a 20-year period and took into account as many potential resources as could be identified. Bond issue funds have been made available since 1958 for parks expansion projects. These moneys have occurred in \$1 million annual bond issues rather than a single issue. To date, the Department has succeeded in securing the proceeds of a \$4 million bond issue to start the projects called for under this plan.

Also noteworthy is the 1960 State legislation which authorizes the commissioner of natural resources to make matching grants-in-aid (up to 50 percent) to local communities for the purpose of acquiring recreation lands (but not construction on them). Local communities must meet two basic requirements: They must act to establish a Conservation Commission and they must secure funds equivalent to the total cost of a particular project before they become eligible for State assistance.

Division of marine fisheries

AUTHORITY.—The objectives of the Division of Marine Fisheries formerly were primarily nonrecreational in

nature. However, it has become increasingly interested in the promotion of marine sports fishing. Its authority extends to the promotion of Massachusetts fisheries and seafood products, and the performance of research and development to increase the supply of food from the sea. It operates a hatchery and an experiment station for the latter purpose. It also cooperates with the Department of Commerce in publicizing marine sports fishing. The Division is headed by a director appointed by and responsible to the commissioner of natural resources.

Division of law enforcement

AUTHORITY.—The Division of Law Enforcement is charged with the task of enforcing all laws and regulations made by the Department of Natural Resources, including the rules and regulations made by the Board of Fisheries and Game. In addition to its enforcement activities, the Division conducts gun safety and other educational programs. The Division is headed by a director appointed by and responsible to the commissioner of natural resources.

Metropolitan District Commission

AUTHORITY.—The Metropolitan District Commission is a department of Massachusetts. It was created by the legislature in 1919 as the single administrative agency responsible for three governmental functions which had been carried on formerly by three separate commissions in the Boston Metropolitan area: Metropolitan water supply service to 30 cities and towns; Metropolitan sewage treatment and disposal for 37 cities and towns; and the Metropolitan parks system including 38 cities and towns, all contiguous to and including the city of Boston.

ORGANIZATION.—The Commission consists of five members, one commissioner and four associate commissioners, appointed by the Governor with the advice and majority confirmation of the Governor's council for terms of 5 years each, one appointment expiring each year to give a continuity to the membership. The commissioner is the executive and administrative head. The functions of the Commission are organized as follows: A Parks Engineering Division, including the operation of bridges, locks, and drawbridges, under a director and chief engineer; a Sewerage Division under a director and chief engineer; a Water Division under a director and chief engineer; a Construction Division under a chief engineer performing major sewerage and waterworks design and construction; a Police Division under a superintendent, including all parks maintenance work except contract repair or reconstruction; and General Administration services under a secretary and a business agent.

The construction and maintenance operations of the Metropolitan District Commission are departmentalized and assessed in a different manner to the municipalities comprising the Metropolitan Parks District, the Metropolitan Sewerage District, and the Metropolitan Water District. The costs of the Construction Division are levied against the sewerage or the water districts, and the normal method of financing is by bond issue raised by the State treasurer by direction of the legislature. The costs of the General Adminis-

tration office are charged one-quarter each to the Sewerage District and the Water District, and one-half to the Parks District.

The financing of the functions of the Parks District is provided by law, the operations including most of the costs of the Police Division and an extensive network of parkways and boulevards, in addition to actual park properties called reservations. Giving recognition to the fact that the use and enjoyment of the parks system extends beyond the Parks District, MDC park maintenance funds are derived 60 percent from the State highway fund, 1 percent from the State's general fund, and 39 percent by assessment on the Metropolitan Parks District. Of the charges against the district, each member community is assessed according to its relation to the whole district on the basis of one-third in proportion to population and two-thirds in proportion to valuation. In addition, all costs of interest, sinking fund, and serial, or other, bond requirements are charged entirely to the Metropolitan Park District and are assessed to the several members on the basis of valuations. In those instances where one or more municipalities have derived an extraordinary local benefit from certain bond issue authorizations, special assessments have been charged.

Parks engineering division

AUTHORITY.—The MDC parks activities include the acquisition, development, maintenance, and operation of parkways, beaches, and reservations of forested and open park lands linking 38 municipalities grouped in an approximate 12-mile radius of the State House in Boston. The Metropolitan Park Commission was established in 1893 at the insistence of several prominent Massachusetts citizens, a large number of them members of the Appalachian Mountain Club. Some of these citizens had previously secured legislation in 1891 creating the quasi-public group called the Trustees of Public Reservations (now Trustees of Reservations) for the purpose of acquiring and maintaining open spaces and natural endowments in a rapidly expanding center of population. The Commission was established as a statutory body and public agency, having jurisdiction in the still-continuing Metropolitan Parks District.

ORGANIZATION.—The operation of the MDC parks system is performed under a unique organizational structure that has evolved through the nearly 70 years of Metropolitan parks activities. The organization has been reviewed at various times, but no major change has resulted. The Parks Engineering Division, under a director of parks engineering and chief parks engineer, supervises all new land acquisitions and the design, preparation, and performance of contract construction, including all repair and replacement work too difficult or too extensive for the maintenance forces to handle. All bridge maintenance is performed by contract under the Division. A subdivision of Locks and Drawbridges, under a superintendent, supervises the maintenance of and operates all locks and drawbridges. A subdivision of Recreation, under a director of recreation, operates in a somewhat limited range in coordinating group activities and the use of areas

and specialized recreation facilities, including directory or informational services.

The Metropolitan District Police are headed by a superintendent who devotes most of his time to a police function. The police have special authority within the Metropolitan Parks District and within the cities and towns in which the MDC owns sewerage and water properties. The police perform traffic duty on the Commission's parkways and roads and a patrol and public hazard inspection duty throughout all MDC park properties. They prosecute offenses against State motor vehicle laws, the rules and regulations of the commission, and applicable general laws of the State for offenses occurring on MDC property. The Metropolitan District Police comprise nearly 500 men and operate from a Headquarter's Division at the MDC Office Building in Boston and from eight divisional offices in the Parks District. Each division is in the charge of a captain. A separate contingent of 12 men under a lieutenant patrol the commission's Quabbin Reservoir beyond Worcester. There is a Metropolitan Police radio system, and teletype connected to the State Police system is also used for official communication.

Metropolitan park maintenance, including both parkway and reservation properties, is performed under police supervision, with the deputy superintendent, working out of the Boston office, giving the greater part of his time to this work. The divisional breakdown (eight) is the same as for the police, and the captain of each division has dual title and responsibility—that of superintendent of park maintenance, having qualified by study and State civil service examination. Each division is self-sustaining as to truck and specialized maintenance equipment, and a permanent labor and supervisory force is employed, augmented by seasonal temporary (permanent-intermittent) help such as bathhouse attendants, lifeguards, etc., and some seasonal 30-day appointees.

PROGRAMS AND ACTIVITIES.—The parks activities of the Commission, at least until recently, have comprised primarily those of an acquisition, development, and policing nature, rather than those of an agency focusing on recreation programs as such. Perhaps this is due to the nature of the system in which so much of the content, both physically and in work, is in boulevards and parkways, while a good part of the remaining resources is given over to active recreation pursuit such as bathing, ice skating, golf, etc. Although the parkways were originally established in accord with the principles of landscape architecture and the needs, literally, of the horse and buggy days, they have more and more come to serve the arterial needs of automobile traffic with the growth of outlying suburbs and the evolution of commuter problems which are today universal in all metropolitan centers. Of some \$8,725,000 spent in 1959 for parks purposes, more than \$3,700,000 or only about 46 percent was spent directly on recreation, the rest going for maintenance and policing of the parkways and boulevards. The Commission administers about 140 miles of parkways and vehicular roadways, 18 square miles of inland forest and river basin reservations, and some 16 miles of ocean beaches. In 1958 it acquired two important islands in Boston Harbor, including Fort

Warren on George's Island, which is being developed as an historic monument.

The Boston Metropolitan area has been growing and there has been some recognition of growing recreation resource needs. In 1956, the Metropolitan District Commission made public a plan for the development of its Park District which envisioned an expansion program costing some \$81 million. One interesting feature of the plan would have the Commission acquire additional recreation areas through coordination with urban redevelopment and renewal programs, particularly along certain beaches. To date, little action has been directed toward fulfillment of the details of the plan.

Department of Public Works

AUTHORITY.—In Massachusetts the Department of Public Works' prime responsibility is the construction and maintenance of public highways. In this capacity it does supervise some resources for outdoor recreation, as, for example, providing roadside rest areas. The State Division of Motor Boats within the Registry of Motor Vehicles, in addition to licensing boats, is charged with the development of access points and marinas, sponsorship of boat safety programs, and cost-sharing projects with cities and towns to provide boating facilities and adequate enforcement of the boating act. The Department also constructs all roads in forests and parks. However, one of the most important divisions of the Department having to do directly with outdoor recreation resources is the Division of Waterways and its Bureau of Beaches.

ORGANIZATION.—The Department is headed by a commissioner and two associate commissioners appointed by the Governor for 5 years, coterminously. The commissioner appoints a director of waterways who in turn appoints a deputy director of waterways for beaches. The Bureau of Beaches has administrative charge of four public beaches comprising some 5,350 acres. The Division of Waterways has the responsibility for managing the Great Ponds, which are bodies of water more than 10 acres in size.

PROGRAMS AND ACTIVITIES.—The Bureau of Beaches does not have its own permanent staff, all employees being on loan from other divisions of the Public Works Department. It has no comprehensive plan or program for the development of the beaches under its supervision although some expansion has taken place in recent years, but directs its activities chiefly to maintenance and operation of existing facilities. In 1959, the Bureau employed 215 persons and spent some \$662,000 on its facilities, which were used, according to the Bureau's attendance figures, by some 5 million people. User fees and charges supplied \$67,741 of revenue in 1959.

Other Agencies

DEPARTMENT OF PUBLIC HEALTH.—The Division of Sanitary Engineering of this Department affects

outdoor recreation through the exercise of its authority over all water supplies for purposes of drinking, through its authority to license and control sanitary conditions at campsites, and through its authority to close public bathing facilities on a finding of pollution.

DEPARTMENT OF COMMERCE.—The Division of Vacation and Travel within this Department publicizes the recreation resources of the State. It has produced films and, with the Department of Natural Resources, has published pamphlets and brochures advertising the resources of the State's forests, parks, and salt water sport fishing.

UNIVERSITY OF MASSACHUSETTS.—The university offers a special training course in forestry and wildlife management and maintains a cooperative wildlife research unit. The university also owns and administers the Mt. Tobey Forest, an area of 755 acres.

DEPARTMENT OF CORRECTION.—The Department of Correction cooperates with the Department of Natural Resources in maintaining three forest prison camps, which emphasize correctional programs in which prisoners are employed in forest management activities and in the building and construction of forest and park facilities such as picnic tables, etc.

YOUTH SERVICE BOARD.—The Youth Service Board cooperates with the Department of Natural Resources in several capacities. Juvenile offenders from certain State schools are utilized for forest work projects on a day-to-day basis within adjacent State forests and parks. In addition a permanent Youth Service Board forestry camp is located in R.C. Nickerson State Forest Park, Brewster, where some 20 selected juveniles undertake year-round park maintenance and forest improvement work.

MICHIGAN

In Michigan, the principal State agency involved in the administration of recreation is the Department of Conservation. Twelve other agencies are involved, some peripherally, in recreation programs. Seven of these have actual administrative responsibilities and two are devoted entirely to the provision of outdoor recreation. They are the State Waterways Commission, the Huron-Clinton Metropolitan Authority, the Mackinac Island State Park Commission, the Tourist Council, the State Highway Department, the Department of Health, and the Department of Social Welfare. The other agencies which perform functions in the course of their work having an impact on recreation are the Michigan Inter-agency Council for Recreation, the Michigan Water Resources Commission, State universities and colleges, the State library, and the Department of Public Instruction.

Department of Conservation

AUTHORITY.—The present Department of Conservation resulted from the consolidation, in 1921, of a group of previously independent boards and commissions. The earliest establishment, in 1837, was the geological survey, followed by the State land office in 1843. A fisheries agency was established in 1873, a Forestry Commission in 1899, and a Park Commission in 1919. New responsibilities and functions have been added on several occasions since 1921.

In general, the departmental functions are to protect, conserve, and manage all natural resources, to prevent the destruction of timber, to promote reforestation, to guard against water pollution, to foster and encourage the protection and propagation of game and fish, and to develop facilities for outdoor recreation. The Department is authorized to accept gifts and grants of land as well as to acquire title by purchase or exchange of land.

A recreation policy for the State of Michigan which confers upon the Conservation Commission authority and responsibility in the coordinating of efforts of governmental agencies at all levels is presently being drafted at the behest of Gov. John B. Swainson. A proposed program was presented to the legislature by the Governor on January 30, 1962.

ORGANIZATION.—The Department is headed by a 7 member Commission appointed for 6-year staggered terms by the Governor with the advice and consent of the senate. In turn, the Commission annually appoints a director and a secretary. All other positions in the Department are under civil service.

In the general administration of the Department, the director is assisted by a chief deputy director. Two assistant deputy directors are also included in the office of administration: they represent responsibilities, which are departmentwide, research and information and education.

Other functions of the Department are organized into Divisions with a Division head or chief in charge. The Division head is directly responsible to the director. The Divisions are as follows: (1) Field Administration, which includes law enforcement and forest fire control; (2) Fish and Fisheries; (3) Forestry; (4) Game; (5) Geological Survey; (6) Lands; and (7) Parks and Recreation. For administration of field activities, the State is divided into three geographic regions from north to south. In each region, field activities are directed by the regional supervisor of the Division concerned. Divisional programs and activities are coordinated by a regional chief who acts as the director's representative.

Activities of the Department are financed chiefly by State appropriations from the State's general fund and from the Game and Fish Protection Fund. These appropriations are supplemented by Federal grants-in-aid for many programs. The general fund derives its revenue principally from the various tax sources available to the State while the Game and Fish Protection Fund derives its revenue principally from the sale of hunting and fishing licenses. The legislative appropriations from the State's general fund are used to finance those activities of the Department which are of benefit to the public at large, while the appropriations from the Game and Fish Protection Fund are used to finance those activities pertaining to the management of the State's game and fish resources.

In addition to the above, the Commission is authorized to borrow up to \$10 million for park construction and improvements. This borrowing is accomplished by the sale of revenue bonds whose repayment is financed through a 50 cent daily and a \$2 annual park sticker plan. These stickers are required of all vehicles entering the State parks.

Office of administration

ORGANIZATION.—The Office of Administration is charged with administering the affairs of the Department. In this office are the director, the secretary of the Commission, chief deputy director, two assistant deputy directors, three regional chiefs, and professional and clerical assistants.

PROGRAMS AND ACTIVITIES.—The assistant deputy in charge of research coordinates the research activities of the several Divisions. He participates in the planning and implementation of long-range research programs and in establishing their priorities. Liaison is maintained through him with other State and Federal agencies concerned with natural resources.

The assistant deputy in charge of information and education is responsible for compiling the laws relating to conservation and for keeping the public informed in all activities pertaining to resource conservation. The office publishes the official Department magazine, furnishes a weekly news service and a biweekly mat and feature service to newspapers in

the State, and issues publications of general interest. The office maintains a film-loan section and produces motion pictures and a weekly television program. Conservation education consultants, stationed in the Department's regional offices, work closely with school administrators and teachers on curriculums and instruction in addition to administering a training school for in-service training, and for teachers, youth groups, and other conservation organizations.

Field administration division

ORGANIZATION.—This Division combines the field organization and personnel of the forest fire and law enforcement groups. The field functions are centralized in 3 regional offices which are further subdivided into 12 district offices located in various parts of the State.

PROGRAMS AND ACTIVITIES.—A forest fire control organization is maintained to prevent fires and reduce losses. This organization carries on activities related to prevention and research into fire prevention, presuppression by means of towers and aircraft, and suppression.

The enforcement of all conservation laws, as well as related laws whose enforcement is a statutory responsibility of the Conservation Department, is a duty of the Division. These include laws relating to hunting, fishing, trapping, trespass, forest fire, pollution, oil and gas hazard reduction, and Commission orders. Besides enforcing the laws, the conservation officer cooperates with other Divisions of the Department in such matters as creel census, as well as assisting youth organizations, such as junior conservation clubs as group leaders, and giving instruction in the safe use of firearms. For the purpose of enforcing the commercial fishing laws on the Great Lakes, the Division operates a fleet of patrol boats.

Fish and fisheries division

ORGANIZATION.—This Division administers the fishery resources of the State including fish, mussels, and frogs. It also cooperates with other divisions of the Department in the determination and maintenance of lake levels, construction and operation of dams in streams, water pollution control, land drainage, irrigation uses, and other matters concerning fish or their environment. Activities are carried on through a functional division including: (1) business management; (2) hatcheries programs; (3) research; (4) public fishing sites; (5) lake and stream improvement. All programs are operated through a field organization consisting of 3 regional supervisors and 12 district supervisors.

PROGRAMS AND ACTIVITIES.—The technical work of the Division, involving lake and stream mapping, fisheries surveys, development of fish management plans, etc., is conducted by the Institute for Fisheries Research located at the University of Michigan. The institute is financed and administered by the Department of Conservation.

More than 700 public fishing sites have been acquired. These properties are developed and maintained to provide public water access.

The Division has a lake and stream improvement program to increase the natural production of desired species of fish. The program aims to improve the use of soils, reduce bank and soil erosion, create better pools, and provide cover.

Other allied programs have to do with fish culture and planting, fish transfers, noxious fish control, and commercial fishery supervision.

Forestry division

ORGANIZATION.—The Division, under the direction of the State forester, administers the State forests, cooperates with private forest owners, produces forest planting stock, and cooperates in the Michigan program of school and community forests.

The State forester, assisted by an assistant chief, administers the functions of the Division through offices of (1) business management; (2) technical; (3) State forest administration; (4) cooperative forest management; and (5) forest nurseries and school and community forests. Field activities are administered through three regional supervisors and district foresters.

PROGRAMS AND ACTIVITIES.—The Division's forestry programs include operation of State forest nurseries, private forestry cooperation, timber sales, land and timber surveys, timber stand improvements, supervision of tree planting, and the construction and maintenance of recreation facilities. The three major aims of the Division are: (1) production of wood; (2) provision of facilities for public recreation; and (3) creation and maintenance of local economic stability. State forests are managed to provide opportunities for hunting, fishing, camping, canoeing, and hiking. Investigations of game and hunting conditions are conducted by Game Division personnel on all State forests, and game management and other forest activities are closely coordinated. More than 100 forest campsites are administered by the Division and at least another 100 sites are planned.

The Division also administers legislation which provides for establishment and maintenance of county, township, city, village, or school forests. State land may be conveyed for this purpose and there are now more than 663 school forests and 228 community forests.

Game division

ORGANIZATION.—The Game Division is responsible for the conservation and management of Michigan's wild birds and mammals. Under a chief and his assistant chief, the programs of the Division come under the supervision of five offices: (1) research, which operates the Division's wildlife experiment stations and the conservation laboratory at Michigan State University; (2) technical and advisory; (3) propagation; (4) habitat improvement; and (5) business management. Three regional supervisors and 16 district supervisors oversee the operations of the Division's field activities.

PROGRAMS AND ACTIVITIES.—Besides administering some 60 project areas, particularly public hunting

grounds, the Division carries on research and investigation programs. Specifically, it surveys changes in wildlife populations and habitats, studies wildlife biology, and seeks to improve conditions for game and fur species. Management methods and wildlife conditions are the subjects of an extension program which involves news releases, conducted field trips, articles, and radio and television programs.

Geological survey division

ORGANIZATION.—The geological survey, headed by a State geologist, is divided into six functions: (1) business management; (2) oil and gas; (3) general geology; (4) water resources; (5) economic geology; and (6) mine geology and appraisal.

PROGRAMS AND ACTIVITIES.—The survey is responsible for geological and mineralogical surveys of the State and the economic uses of these findings; investigation of soils and subsoils in connection with agriculture; investigations of all geologic deposits, within the limits of this State, capable of being converted to the uses of man; and supervision of oil and gas resources and exploitation, and mine appraisals. It cooperates with governmental agencies in finding and developing suitable water supplies, ground water pollution, surface water programs (in regard to lake level control) and stream improvement, beach erosion, and flood control.

Lands division

ORGANIZATION.—The Lands Division, originally established to handle the sale of large grants of land made by the Federal Government to Michigan, is now charged with the responsibility of administering all tax-reverted lands in the State (a large portion of these lands are under the jurisdiction of the Forestry Division), as well as handling conveyances, acquisition of title, land exchange, etc., for all Divisions of the Conservation Department. The Division, headed by a chief, has six functions: (1) sales and exchanges; (2) land acquisition; (3) business management; (4) mineral leases and easements; (5) land use; and (6) Great Lakes and submerged lands.

Parks and recreation division

ORGANIZATION.—The chief of parks and recreation is assisted by a planning consultant, responsible for the development and periodic revision of a long-range statewide park and recreation study, and an assistant chief in charge of all operations of the Division under the supervision of the chief. The office is staffed with an administrative assistant, in charge of financial planning, budget, purchasing, and fiscal procedures, and a chief of planning and construction who supervises design, planning, and development of State parks and recreation areas. A chief of field operations supervises the activities of the three regional supervisors, the individual park managers in each region, and the conservation-corrections work camps, of which there are 11 in the State.

PROGRAMS AND ACTIVITIES.—The Division has under administration approximately 178,500 acres of

land, including water frontage of 79 miles on the Great Lakes, 118 miles on inland lakes, and 64 miles on major rivers. Surveys are made and plans drawn for improvements on these lands, such as roads, parking, beaches, picnic grounds, camp grounds, and winter sports areas. Planning is for 5- and 10-year periods. In 1961, the Division issued a plan calling for a \$146 million program of park development to take place over a 10-year period. Approximately \$58 million would be used in acquisition of about 175,000 acres of new park land, and some \$88 million for capital improvements. The plan is geared to an estimated annual increase of park users of 10 percent. The Division presently estimates that some 18 million people per year use its park facilities.

State Waterways Commission

AUTHORITY.—The Commission was originally established in 1947. It is authorized to acquire, construct, and maintain harbors and channels, grant concessions, impose a specific tax on fuel sold to motorboats, to cooperate in Federal programs, and to inspect and regulate motorboats and their use. Besides administering the State's motorboat registration laws, the Commission is engaged in a program of building harbors of refuge on the Great Lakes.

ORGANIZATION.—The Commission consists of five members, appointed for indefinite terms at the pleasure of the Governor. The Commission appoints a director who heads a small staff.

The Commission's programs are financed from State appropriations, Federal moneys, and motorboat registration fees.

PROGRAMS AND ACTIVITIES.—The Commission was established for the primary purpose of cooperating with Federal Government agencies such as the Corps of Engineers in promoting river and harbor construction projects within the State. In this connection, the Commission submits plans for marinas, harbor improvements, etc., and administers a program whereby the State assists local communities and the Commission cooperates with the Federal Government in financing, constructing, and administering such projects. The program is designed to construct a harbor of refuge at 30-mile intervals around the Michigan shoreline, and eventually, a harbor of refuge at 15-mile intervals.

Although the Commission does not have its own enforcement agency, it is responsible for administering motorboat regulations and laws. Enforcement is carried out by county officers paid with Commission funds.

Huron-Clinton Metropolitan Authority

AUTHORITY.—The purpose of the enabling legislation establishing the authority in 1939 was to enable the five counties surrounding the city of Detroit to join in a metropolitan district for planning, promoting, acquiring, constructing, owning, developing, maintaining, and operating either within or without their limits, parks, connecting drives, or limited access highways.

The Authority may levy taxes, make assessments, issue revenue bonds, and authorize condemnation proceedings for such purposes.

ORGANIZATION.—The Authority consists of seven members, five of whom are appointed for indefinite terms at the pleasure of the five county boards of supervisors involved, and two of whom are appointed at large for 6-year terms by the Governor with the consent of the senate. The authority appoints a director and a secretary to the authority. Under the supervision of the director are three Divisions: (1) Purchasing; (2) Operations; and (3) Technical.

The Authority finances its programs chiefly with revenues produced by a special tax on property, up to .25 mills, which it is authorized to levy within its five-county area of operations. Substantial revenues are also produced by fees, concessions, and miscellaneous charges.

PROGRAMS AND ACTIVITIES.—The Authority operates three major parks which were attended by some 4,744,000 people in 1959. Included in the facilities are beaches, marinas, group campsites, lodges, nature centers, picnic centers, swimming pools, etc. The Authority also provides for sports activities of many kinds, including winter sports. These facilities, including parkways, which form a limited part of the Authority's programs, occupied some 13,700 acres in 1959.

The Authority maintains a 10-year operating plan for land acquisition and development, revising its estimates annually. The goal generally is to acquire and provide all the outdoor recreation resources needed by Detroit metropolitan area residents. An earlier goal of parkway construction has largely been abandoned because of expense.

Mackinac Island State Park Commission

AUTHORITY.—The purpose of the Commission is to administer the Mackinac Island State Park, comprising a historic fort, military reservation, and former national park, as well as the Michilimackinac State Park, located on the opposite mainland.

ORGANIZATION.—The Commission consists of seven members appointed for 6-year staggered terms by the Governor with the consent of the State. The Commission appoints a superintendent of the park and a director of historical projects. A small number of full-time employees serves under these two officers.

PROGRAMS AND ACTIVITIES.—The Commission has underway a program of restoration of the several historic sites situated within the park areas under its control on both Mackinac Island and the mainland.

Plans are being made to acquire still another area, at the opposite end of the Mackinac Bridge, also for purposes of restoration of a historic site. Commission activities are financed by revenue bonds, and fees and charges.

Other Agencies

MICHIGAN TOURIST COUNCIL.—The Council, composed of nine members appointed by the Governor from nominations submitted by the State's tourist industry, is responsible for publicizing and promoting tourism in the State. In addition to making information available, the Council also gives financial assistance to four regional tourist associations. Expenses are met from State appropriations.

STATE HIGHWAY DEPARTMENT.—The roadside development section of the Highway Department constructs and maintains roadside areas for the convenience of travelers. The Department has undertaken a program to provide a rest area every 20 miles along the State's trunk highways.

DEPARTMENT OF HEALTH.—The Department has authority to inspect eating facilities in all public eating places, including children's camps, to insure proper sanitation procedures. In addition, it inspects waters used for public bathing.

DEPARTMENT OF SOCIAL WELFARE.—Although recreation is but a minor aspect of the Department's programs, it inspects and licenses all summer camps for children, except those operated by other State agencies.

MICHIGAN INTER-AGENCY COUNCIL FOR RECREATION.—Established in 1949, it is the Agency's purpose to coordinate recreation services of a number of State agencies and to aid local communities in recreation projects. The council employs a small permanent staff and is financed by State appropriations.

MICHIGAN WATER RESOURCES COMMISSION.—The Michigan Water Resources Commission has primary responsibility for water pollution control in the State. In addition to administration of Michigan's pollution-control laws, the Commission also has authority over such matters as beach erosion and engineering works on rivers and streams.

DEPARTMENT OF PUBLIC INSTRUCTION.—The Department employs a consultant for health, physical education, and recreation whose duties are to consult with local school boards and advise on plans for community recreation, and the establishment of cultural centers including campgrounds, school forests, etc.

MINNESOTA

If an enumeration of all agencies in the State which have an official interest in planning, policymaking, financing, and administering outdoor recreation resources or cooperating with the extensive private recreation industry were included here, an unwieldy list would result. Consequently, this chapter will deal with the main State agencies concerned with the administration of outdoor recreation. The Department of Conservation through three of its major operating Divisions of: (1) Forestry; (2) Game and Fish; and (3) State Parks, all created by statute, are primarily involved.

Department of Conservation

AUTHORITY.—The Department of Conservation, as it now exists, was established in 1931. Previously, the functions grouped under the commissioner of conservation were performed by several departments.

Statutes vest in the Department of Conservation the responsibility for the preservation and administration of natural resources, including forests, minerals, game and fish, lands and waters, especially scenic or specially designated sites, and State parks. It is also responsible for the "wise use" of the State's forests and lands.

ORGANIZATION.—The Department is headed by a commissioner chosen by the Governor with the advice and consent of the senate. He serves a 6-year term. The deputy commissioner and Division directors are appointed by the commissioner and serve at his pleasure.

There are four Bureaus attached to the commissioner's office: (1) Operational Services, which has the responsibility for coordinating fiscal activities, inventories and management of plant and equipment, and personnel transactions; (2) Bureau of Information, which edits the official departmental publication, "The Conservation Volunteer," prepares news releases and other informational material, and coordinates the educational activities of the Department; (3) Bureau of Engineering Services, which prepares maps and plans, conducts surveys, and supervises construction of buildings and structures; and (4) Attorney General's staff attached to the Conservation Department, which acts as the legal advisor to the Department. Personnel are assigned from the State attorney general's office.

The Department of Conservation is supported by appropriations from the General Revenue Fund of the State, and Game and Fish Fund, Consolidated Conservation Area Fund, Federal aid and miscellaneous funds. The budget proposals of the Department are reviewed by the State commissioner of administration and may be reduced or increased as the Governor's program suggests.

While the Department has five major operating Divisions: (1) Forestry; (2) Game and Fish; (3) State Parks; (4) Lands and Minerals; and (5) Waters,

each headed by a director, only the first three are primarily concerned with outdoor recreation.

Division of forestry

AUTHORITY.—This Division was created as a subordinate unit of the Department of Conservation in 1931 and was reorganized in 1957. It provides fire prevention and protection for more than 17 million acres of public and private forest land. It is directly responsible for the management of some 2,250,000 acres of land within 34 State forests. It regulates hunting and fishing on lands and lakes under its custody in such a way as to be conducive to good forest management practices. Access to trout streams on State forest lands may be denied in periods of great forest fire danger. It leases summer homesites on State forest lands; it administers 6,683,957 acres of tax-forfeited lands (under county jurisdiction but located within the boundaries of existing State forests); operates three State nurseries, and conducts reforestation activities; furnishes technical assistance to owners of forest properties under 1,000 acres; maintains 26 public campgrounds in State forests; and controls the sale and transportation of Christmas trees.

ORGANIZATION.—The reorganization of the Division of Forestry in 1957, replaced a functional staff structure with a modified line-and-staff organization. The work of the Division is carried out by two major sections: (1) State Land Management; and (2) Co-operative Forestry. All funds of the Division are made available by appropriation from the General Revenue Fund and from Federal aid.

PROGRAMS AND ACTIVITIES.—The Division is in the process of preparing a 10-year plan of improvement. These plans include increased attention to the recreation use of the resources under the supervision of the Division. Among expansions being discussed are a comprehensive restoration and further development of facilities for tourist camping, much of which was developed by the Civilian Conservation Corps during the 1930's.

An important activity of the Division is the administration of forest resources and forest lands. Minnesota has a large ownership of combined State and county forest lands (7,100,000 acres). Federal ownership of commercial forest in Minnesota is 3,055,000 acres. Private ownership accounts for about 8 million acres. The Division is concerned with the development of land exchange agreements for consolidation of forest tracts in private, county, State, and national ownership.

The Division has a working agreement with the U.S. Forest Service in the development of 2 pilot watershed projects and is considering 23 other proposed watersheds comprising 1,750,000 acres.

It encourages better woodland management and reforestation practices in 82 soil conservation districts. The Division cooperates with the Minnesota State Youth Conservation Commission in the operation of two forestry correction camps and is responsible for providing work projects for the wards of the commission who are assigned to the camp.

Division of game and fish

AUTHORITY.—The Division was established in 1931. The duty to preserve, manage, utilize, and propagate game and fish of the State has been delegated to the Department of Conservation and is administered by its Division of Game and Fish. Among the major functions of the Division are the protection and management of the State's wildlife resources. This entails the enforcement of game and fish laws; management of game and fish populations to assure sustained yields of these resources; land acquisition for public hunting grounds and wildlife habitat, public access and refuges. The Division maintains hatcheries for restocking lakes and streams and conducts surveys of water areas to determine their fitness for fisheries.

The Division has four sections to carry out its functions: (1) The section of warden service is responsible for the detection and apprehension of game law violators; (2) the section of game manages game, fur bearers, and public hunting grounds, and establishes wildlife areas; (3) the section of fisheries manages sport and commercial fisheries on public waters and establishes water access areas; and (4) the section of research and planning conducts basic and applied research on the State's fish and wildlife resources.

The Division is supported by earmarked revenues from the sale of game and fish licenses. By statute, the bulk of this dedicated fund must be appropriated for renewal of game and fish resources. Federal grants also provide revenue.

PROGRAMS AND ACTIVITIES.—The Division is in the process of preparing a 10-year master plan for the 1961-71 decade. The program includes both development and financing aspects. It is preparing, through intensive lake management, to provide a game fish yield of 100 million fish yearly compared to approximately 50 million per year in 1959.

Public access sites to lakes has risen to 690. (The Department of Conservation is forbidden by law to manage fishing lakes which have no free public access.) Fifty-seven access sites were acquired during the 1960 fiscal year.

The Division has acquired 95,000 acres of wetlands under the "Save Minnesota's Wetlands" program. It plans to acquire a minimum of 250,000 acres of wetland.

The Division cooperates with civic groups, schools, and sportsmen's clubs on conservation matters and promoting a firearms safety program.

The Division has working agreements with related Federal agencies and soil conservation districts. These agreements encourage better wildlife management.

Division of parks

AUTHORITY.—The Division was established in 1935. It is authorized to acquire lands for which funds have been provided and accept gifts or grants of lands and personal property for park purposes; to maintain and make available suitable places for public recreation; to establish rules and regulations for use of State park facilities; to preserve and care for State parks; to rent, lease, or operate public service privileges and facilities within State parks; and to administer existing or acquired State parks. There is an assistant director, two district supervisors, a park merchandiser, and a central office staff. A landscape architect, working with the Bureau of Engineering Services, forms a planning and consultant service group reporting to the director.

The Division is supported by appropriations from the General Revenue Fund, income from operations, and sale of entry permits. Receipts from the sale of goods and services are credited to the working capital revolving fund and used to supply such goods and services for sale. Balances in excess of \$30,000 as of the end of the fiscal year revert to the General Revenue Fund. The annual permit fee supplies revenues which are utilized for capital development purposes.

PROGRAMS AND ACTIVITIES.—The Minnesota State Park system constitutes 73 units exceeding 107,000 acres. Presently, the Division is engaged in planning a long-range program which indicates recommendations of 40 additional units and 100,000 acres. The Division has recommended a \$1.7 million capital improvement program for the 1961-63 biennium, and a \$10 million program over the next decade. A 4,000-acre wilderness State park has been authorized. The park would contain a trail known as the "Savanna Portage" between the headwaters of the St. Lawrence and Mississippi River systems used by the early Indians, the French voyageurs, British fur traders, American explorers, and early missionaries. In addition to its historical significance, the region is rich in virgin timber, lakes, etc.

The Division functions in an advisory capacity to public or private groups interested in park development and management. It encourages private operators to invest capital in private outdoor camps. General laws allow counties to set up parks ranging in size to as large as 40 acres. The Division cooperates in such establishments and has participated in drafting a model statute for county-wide park systems.

Other Agencies

DEPARTMENT OF HIGHWAYS.—This Department maintains and develops roadside parking areas on highways in the State. At the end of 1960, 329 such areas were provided, of which 15 had bathing beaches, 32 had boat-launching sites, 48 had historic markers, and 22 had geologic markers. In addition, there are 95 historical markers located along the trunk highway system. An additional 20 roadside parking areas are planned for the Interstate Highway System, and 6 to 10 others are planned in connection with trunk highway construction.

MINNESOTA HISTORIC SITES AND MARKERS COMMISSION.—The director of State parks, the director of the Minnesota Historical Society, and the commissioner of highways designate as historical sites or areas such places as have special archeological or historical significance and authorize the erection of markers on these sites.

IRON RANGE RESOURCES AND REHABILITATION COMMISSION.—The commissioner of conservation serves as a member of this group which functions to develop natural resources and provide vocational training and rehabilitation to persons in counties whose resources have been depleted. The Commission has financed projects in forestry, water development, and tourism.

WATER POLLUTION CONTROL COMMISSION.—The commissioner of conservation is an ex officio member of this Commission which administers and enforces all laws relating to the pollution of the waters of the State.

STATE GEOGRAPHIC BOARD.—The commissioners of conservation and highways and the director of the Minnesota Historical Society form this Board which determines the correct and most appropriate names of lakes, streams, places, and other geographic features in the State.

MINNESOTA LAND EXCHANGE COMMISSION.—This Commission, composed of the State auditor, the attorney general, and the Governor, have the power to approve exchange of lands owned by the Federal Government or private interests for State-owned

lands. The negotiations for such exchange are carried on by the Department of Conservation.

LAND USE COMMITTEE.—This committee, composed of the Governor, the commissioners of conservation, agriculture, education, highways, and taxation, classifies all public and private land in the State to the use to which they are best adapted, principally as to adaptability to present known uses such as agriculture and forestry. Their classifications are recorded in the office of the register of deeds in the counties in which the lands are located.

STATE MAPPING ADVISORY BOARD.—This is an eight-man Board which studies the general topographic and mapping needs of the State and advises the commissioner of conservation about the order of surveys, promoting the coordination of the survey, and mapping activities of public and private agencies.

SOUTH DAKOTA-MINNESOTA WATERS COMMISSION.—This Commission is composed of the director of the Game and Fish Commission of South Dakota, the commissioner of conservation of Minnesota, and an engineer mutually appointed by the Governors of the two States. It seeks to provide ways of cooperating in the maintenance of levels of artificially controlled boundary waters between the States.

MINNESOTA WATER RESOURCES BOARD.—This Board counsels with existing agencies to promote the systematic administration of water policy and to coordinate and accelerate conservation activities. It also has jurisdiction over the establishment of watershed districts, in which the Department of Conservation also plays a role.

MISSISSIPPI

The principal agencies involved in outdoor recreation are the Mississippi Game and Fish Commission and the State Park Commission. The State Highway Department has responsibility for roadside parks.

Mississippi Game and Fish Commission

AUTHORITY.—The Mississippi Game and Fish Commission was created in 1932. The Commission has authority to determine the open season for hunting and fishing, to acquire and hold land or water for the State, and to secure perpetuation of game birds, fur-bearing animals, and fish. It administers the game laws, develops and manages public hunting areas, conserves and manages wildlife resources of the State, leases and manages game refuges, and attempts to protect streams from pollution.

ORGANIZATION.—The Commission is composed of 11 persons chosen by the Governor, who also designates the chairman and vice chairman of the Commission. Three members are appointed from each of the three supreme court districts of the State, and one member each from areas north and south of Highway No. 80.

The Commission appoints an executive director, who is responsible for the execution of its policies and who exercises the power of the Commission when it is not in session. The director is authorized to employ, with the advice and consent of the Commission, such technical and administrative assistants as may be necessary for the execution of policies. The following Division heads are appointed by the director: (1) Game; (2) Fisheries; (3) Personnel and Purchasing; (4) Pollution; (5) Accounting and Fiscal; and (6) Communications. The director, with the advice and consent of the Commission, appoints a chief law enforcement officer, who supervises all game wardens and directs the enforcement of the provisions of all State game and fish laws. The director also appoints a public relations officer whose duty it is to make information available to the public concerning rules, regulations, and policies of the Commission.

After the initial appointment, the Governor has no legal authority over the Commission. Although there is no State appropriation, the Commission must get authorization from the State Budget Commission and the legislature to spend the revenue received from the sale of licenses and from other sources.

The Game and Fish Commission is largely self-supporting from revenues realized from the sale of hunting and fishing licenses; it is planning to ask the State legislature for an appropriation in order to execute future programs. It also receives Federal grants.

PROGRAMS AND ACTIVITIES.—The lake construction program of the Commission is an example of cooperation among Federal, State, and local agencies. By this program, county boards of supervisors are able to get Commission-built lakes to help fill the outdoor recreation needs of the residents of the counties. The

county first makes written application to the Commission where it is put on a priority list based on the adequacy of existing lakes in the area and suitability of the contemplated site. If the site meets the requirements of the Commission, the county obtains the land and deeds it to the Commission. The deeded area must include enough land for a 100-foot frontage and a 10-acre access area. If the Commission is to build the lake partly with Federal funds, the Fish and Wildlife Service must also approve the application. The Commission then builds the lake, frequently with the aid of the county engineer and the Soil Conservation Service. The county usually builds and maintains the access roads.

Approximately 50 percent of the land under Commission control as game management areas or restoration areas are leased from private land companies. The Commission meets at least once each year with these private land companies to go over plans regarding these areas leased from the private companies. The companies help the Commission determine sites for future preserves and reserves. The Commission operates a Wildlife Museum at Jackson which is open throughout the year and is used for field trips by youth groups. The Commission plans to ask for State appropriations to help finance its waterfowl development program including the acquisition of wetlands in fee title. The Commission publishes several publications including 'Mississippi Game and Fish' and 'Fresh Water Fish of Mississippi.' Twelve films dealing with outdoor recreation have been produced by the Commission.

Biennial conferences are held with the U.S. Forest Service in order to plan future development and management programs, such as sunflower-waterfowl project, a 700-acre green timber reservoir constructed on national forest lands under a cooperative agreement with the Forest Service.

The Commission has programed its activities for periods beyond the fiscal period in the following areas: acquisition of waterfowl development areas; establishment of county lakes in areas having no water recreation facilities; establishing huntable deer and turkey populations by stocking in those parts of the State where they do not exist; and increasing its public education program.

State Park Commission

AUTHORITY.—In 1956, the Mississippi Legislature created a State Park Commission. The State Park Commission is authorized to supervise and manage all State parks; to make and enforce rules and regulations governing the occupancy and use of lands and waters in State parks; to contract for the operation of concessions within State parks; to cooperate with the Federal Government regarding the planning and developments of State parks and recreation areas; and to sell timber in State parks.

ORGANIZATION.—The Commission's membership of five is appointed in such a way that each of the three

State supreme court districts is represented and not more than two of the commissioners are appointed from any one district. The Commission appoints a State park director who serves at the will of the Commission. He is assisted by State park superintendents. There are also local park supervisory committees.

The Governor of Mississippi has no constitutional or legal authority to remove any member of the Commission, the director of the Commission, or any employee of the Commission. After 1962, the Governor will not have the legal authority, during his tenure, to appoint a majority of the State Park Commission.

The Commission gets its revenue through the biennial appropriation from the legislature, from timber sales, and from cabin and boat rental fees.

PROGRAMS AND ACTIVITIES.—All acreage under the Park Commission has been donated to the State or has been leased to the State by some agency of the Federal Government. Only the legislature can designate an area as a State park. The Commission publishes a biennial report, as required by the legislature, as well as folders on Mississippi State parks. The Commission encourages various private agencies, church groups, Boy Scouts, etc. to use the facilities of the 14 State parks. Particular consideration is being given to expanding camping facilities to meet the rapidly increasing demands for tent and trailer campsites. Also, the first historic memorial, the Nanih Waiya Historic Memorial, has been developed recently.

Other Agencies

HIGHWAY DEPARTMENT.—This Department has built 84 roadside parks and has plans for an additional 11. These roadside parks are designed to provide rest areas for through-traffic travelers as well as to beautify the area. The Department also plans, paves, and helps to finance roads into State parks.

STATE BOARD OF HEALTH.—This Department helps to plan for sewage disposal in the State parks.

MISSISSIPPI FORESTRY COMMISSION.—This private group recommends to the Park Commission the timber available for cutting on State park land.

AGRICULTURE AND INDUSTRIAL BOARD.—This Board distributes booklets describing and picturing the State parks and their facilities.

PEARL RIVER VALLEY WATER SUPPLY DISTRICT.—The Pearl River Reservoir is under construction and up to 37,000 acres of land will be acquired by the district for a water supply and recreation reservoir.

WATER RESOURCES BOARD.—This Board has broad authority over the beneficial uses of water areas. The Board consists of seven members appointed by the Governor, by and with the advice and consent of the senate for 4-year terms of office.

YELLOW CREEK WATERSHED AUTHORITY.—This Authority is specifically authorized and empowered to contract with and to be contracted with by the Tennessee Valley Authority and any other agency or agencies of the Federal Government to plan for the comprehensive development of the resources of the watershed, including but not limited to such subjects as agriculture, forestry, drainage and flood control, land reclamation, electric power utilization, irrigation, water conservation, recreation, public health, education, and manufacturing and trade.

PEARL RIVER INDUSTRIAL COMMISSION.—This Commission is authorized and empowered to do what is necessary and advisable in surveying the region bordering the Pearl River to develop such areas from an industrial, irrigational, and recreation standpoint. The Commission is charged with the responsibility of cooperating with the State Water Control Board.

MISSOURI

The State Conservation Commission and the Missouri State Park Board are the principal agencies involved in the administration of outdoor recreation. Four other agencies are involved peripherally in the recreation program, two of which have actual administrative responsibilities—the State Highway Commission and the Department of Public Health and Welfare.

State Conservation Commission

AUTHORITY.—The State Conservation Commission came into existence as a result of an amendment to the State constitution in 1936. The Commission exercises authority over the control, management, restoration, conservation, and regulation of the bird, fish, game, forestry, and all wildlife resources of the State, including hatcheries, sanctuaries, refuges, reservations, and all other property owned or used for such purposes. The Commission is empowered to acquire property by purchase, gift, eminent domain, or otherwise. The Commission has almost complete rulemaking powers except that any regulations affecting private rights must be filed with the secretary of state and are subject to judicial review. The Commission has no authority over private rights, in the sense that Federal and State constitutions guarantee certain rights, but the State constitution and statutory regulations establish wildlife as a public resource; under such a legal assumption, the Commission has power to regulate the usage of this public resource. It cannot control private rights, but only the use by the individual of what amounts to public property.

ORGANIZATION.—The bipartisan, four-member Commission is appointed by the Governor for 6-year staggered terms. No more than two members of the Commission may be of the same political party. All members are required to have knowledge of and interest in wildlife conservation.

The Commission appoints a director and an assistant director. Offices are maintained in the capitol and in the State's two largest cities. The director is assisted in his staff duties by an information officer, a fiscal officer, and a personnel officer. The Commission's activities are carried on by three Divisions: (1) Fish and Game; (2) Forestry; and (3) Field Activities. The Fish and Game Division consists of four units: (1) game; (2) fisheries; (3) Federal aid; and (4) engineering. Each operating unit is further divided into functions for research, management, and public-use areas. The State forester supervises the work of five units: (1) forest cropland; (2) cooperative forest management; (3) fire control; (4) tree distribution and state forests; and (5) construction and maintenance. Field activities of the Commission are carried on through seven districts, and personnel in this Division include conservation agents, or law enforcement officers, field service agents who perform agricultural liaison work, and educational advisors working with the schools.

The Commission is supported by hunting and fishing revenues, by Federal grants, and with certain funds appropriated biennially by the legislature for specified forestry work.

PROGRAMS AND ACTIVITIES.—The fish and wildlife program of the Commission seeks to provide the greatest possible production of wildlife and the fullest utilization without endangering the resources. Extensive programs for the restoration of deer, wild turkey, waterfowl, and beaver have all been undertaken with the acquisition of game refuges, wildlife management lands, and special-use areas. Farmers are encouraged and assisted in the restoration of necessary wildlife habitat. Farm ponds as well as lakes and streams, some of which are in State parks, are stocked with fish. The Commission maintains more than 225,000 acres of lands and waters for public use and cooperates in community lake developments.

The Forestry Division of the Commission seeks to provide fire protection for all forest lands in the State, irrespective of ownership, to manage the 16 State forests, and to encourage good timber practices. The State forests are also public hunting areas.

State Park Board

AUTHORITY.—In 1917, the first steps were taken to provide Missouri with a system of State parks when the general assembly specified that 5 percent of the total collections received from the sale of hunting and fishing licenses should be set apart and dedicated to the purpose of purchasing, improving, and maintaining suitable real estate for public parks. Later, the legislature increased the percentage dedicated to 25 percent. In 1924, the first purchase of land was made. In 1937, the State legislature created an ex officio park board composed of the Governor, the attorney general, and the director of the Conservation Commission. The present Board was created in 1953. The Board is authorized to acquire land for park purposes through purchase, lease, donation, or eminent domain. It has the responsibility for improvement, maintenance, operation, and regulation of any such land acquired; it may either lease concessions or establish reasonable fees for the use of public services.

ORGANIZATION.—The Missouri State Park Board consists of six members appointed by the Governor for 4-year staggered terms. Requirements are that at least three of the members must be members of the leading party politically opposed to that to which the Governor belongs.

The Board appoints a director as its executive officer. He is aided in his duties by an assistant director, an administrative assistant, and an administrative secretary. The director supervises the park superintendent in the field as well as the activities of six Divisions: They are: (1) Historical

and Interpretive; (2) Recreation; (3) Maintenance; (4) Construction; (5) Fiscal; and (6) Planning. A Protection Division was authorized by the 71st general assembly but no money was appropriated.

In 1936, a constitutional amendment deprived the park system of revenues dedicated from the sale of hunting and fishing licenses. The Board has since been supported by legislative appropriation from the general revenue fund, although a 1945 amendment to the constitution created a special State park fund which is derived at a rate equal to a property tax of 1 cent per \$100 of assessed valuation. The original provision was extended, in 1960, by constitutional amendment, for an additional 12-year period.

PROGRAMS AND ACTIVITIES.—At the present time, the Board operates some 33 scenic parks, recreation areas, and historic sites with an acreage of more than 73,000. The planning goal of the Board is to extend the system to include approximately 100,000 acres by 1970.

All State parks are wildlife refuges and several park streams and lakes are stocked for trout fishing by the Conservation Commission. To augment its own facilities, the Board has concluded agreements with the Corps of Engineers for the management and operation of three State parks on reservoir properties built by that agency. The 1961 general assembly passed a resolution which provides for the development of a Missouri Outdoor Recreation Resource Plan. The report is to be completed and ready for the next general assembly.

Other Agencies

STATE HIGHWAY COMMISSION.—The Commission maintains a system of roadside parks with picnic facilities. This Department also maintains a State

highway to the central point of interest in each State park.

DIVISION OF HEALTH, DEPARTMENT OF PUBLIC HEALTH AND WELFARE.—The Water Pollution Board has responsibility for controlling liquid waste, sewage, and industrial waste in order to prevent stream and water pollution. The Division of Health has jurisdiction to inspect the sanitation facilities of swimming pools and bathing areas, hotels, resorts, tourist courts, camps, and parks.

DIVISION OF COMMERCE AND INDUSTRIAL DEVELOPMENT OF THE DEPARTMENT OF BUSINESS AND ADMINISTRATION.—This Division was founded by the 71st general assembly to replace the Division of Resources and Development. The purpose of the Division of Commerce and Industrial Development is to promote the development of the State of Missouri and all of its resources in order to provide a dynamic and balanced economy for the State. One unit of the Division is charged with the development and promotion of the State's recreation advantages and facilities. The Division will provide coordinated service to aid State and local groups to plan, with the cooperation of the Department of Conservation and the State Park Board, programs designed to promote the tourist and recreation advantages of the State. This Division will encourage public and private agencies or bodies to publicize the facilities and attractions of the State.

BI-STATE DEVELOPMENT AGENCY OF THE DEPARTMENT OF BUSINESS AND ADMINISTRATION.—The agency was created by Missouri and Illinois for the purpose of planning the future development of the St. Louis Metropolitan area. This agency has responsibility, among other things, for submitting plans to local communities for the coordinated development of recreation facilities.

MONTANA

The principal agencies concerned with outdoor recreation administration in Montana are the State Fish and Game Commission and the Park Division of the State Highway Commission. Six other agencies are involved to some extent, four having actual administrative responsibilities in the field. These four are: (1) the State Board of Land Commissioners; (2) the Office of State Forester; (3) the maintenance division of the State Highway Department; and (4) the State Board of Health. The State Historical Society and the Water Conservation Board have an indirect impact on recreation policy.

State Fish and Game Commission

AUTHORITY.—The State Fish and Game Commission was established in 1913 and given the authority to manage all of the wildlife, fish, game and non-game birds, and the big game and fur-bearing animals of the State. In addition, it is empowered to regulate the recreation uses of certain fishing reservoirs and lakes and to administer the water and hunter safety program in the State. It has the full power and authority to enforce all the laws in these regards.

ORGANIZATION.—The Fish and Game Commission is composed of five members, one each from five geographic districts in the State. They are appointed by the Governor for 4-year staggered terms. The Commission appoints the director of the Fish and Game Department, and the director appoints a deputy director. The director may, with the consent of the Commission, establish divisions within the Department and hire the necessary personnel. The Department is divided into five administrative Divisions: (1) Game Management; (2) Fisheries Management; (3) Law Enforcement; (4) Information and Education; and (5) Administration. These five Divisions conduct the Department's programs through seven field administrative districts established within the State.

The fish and game program is supported by revenues received from the sale of licenses and permits, Federal grants, and fine moneys.

PROGRAMS AND ACTIVITIES.—The Commission carries out a wide variety of programs and activities through its various Divisions.

The Game Management Division conducts biological investigations concerning game habitat, game population trends, and harvests by hunters and trappers. From the results of these investigations, the Division recommends hunting and trapping seasons which provide maximum recreation opportunities to sportsmen. This is accomplished through sustained annual harvests of game birds, game animals, and furbearers. The Division develops and maintains land acquired for the propagation of game birds and animals. Such areas are developed and improved as big game winter range or as feeding, resting, and breeding

areas for upland birds and waterfowl. The live trapping and transplanting of game birds and animals to establish new huntable populations is also a function of this Division.

The Fisheries Division concentrates on the conservation of fish habitat; population control; rehabilitation and the restocking of waters infested with undesirable fish; efficient fish-rearing facilities; acquisition of access lands to fishing lakes and streams; purchase of water for stream flow maintenance; and research on fisheries problems.

The Law Enforcement Division program includes the enforcement of the fish and game laws of the State and the rules and regulations of the State Fish and Game Commission. It also includes administrative duties such as the issuance of licenses and permits. It shares with other divisions game and fish management activities, such as game and fur damage control, trapping and transplanting, game bag and creel census checks, predator control, and game and game bird census work.

Law enforcement personnel also carry out educational field programs in the interest of hunter and water safety and general conservation. This Division's program also includes the development and administration of the public fishing access areas owned by the Department.

The Division of Information and Education is charged with the duty of dispensing public information concerned with fish and game operations of the Fish and Game Department. Information is disseminated through the many news media available in the State, such as radio, television, public lectures, and individual contacts. An educational program concerned with wildlife conservation is carried on and is conducted in cooperation with the public schools, State extension service, and other youth organizations. The Division produces motion pictures for television and public use; prepares an exhibit of native Montana wild animals for county fairs; is responsible for the administration of the hunter and water safety laws recently enacted by the State legislature; works closely with other sections of the Department in portraying their work and assisting with the in-service training program for Department employees; edits, publishes, and distributes numerous publications concerned with the fish and game management programs and publishes a quarterly magazine, "Montana Wildlife," which is available upon request to any interested Montanan.

The Administrative Division is charged with the fiscal activities of the Department. Through this Division, licenses are issued and a myriad of duties are carried out concerned with the accountability of funds and property.

The Fish and Game Department has been active the past few years in acquiring access to fishing and hunting areas. Approximately 59 areas have been acquired specifically for hunting and fishing access in Montana. The Department considers the access problem, which has been growing more acute

each year, one of its major problems. This program will be continued within budgetary limits in order to assure continued public access.

State Highway Commission

Park division

AUTHORITY.—The State Highway Commission administers the State park system through the Parks Division of the Highway Department. The Commission has full responsibility and authority for the acquisition, development, and management of the State's parks, recreation areas, monuments, and waysides. Lands for incorporation into the State park system may be acquired by the Commission through purchase, agreement, donation, or condemnation. Regulations require that any such areas acquired for the State park system shall be developed and maintained for the general good of the public. The Montana Park System was organized in 1939 as the Montana State Park Commission, in order to accept the Lewis and Clark Caverns from the Federal Government. In 1953 the legislature abolished the State Park Commission and transferred its duties and functions to the State Highway Commission.

ORGANIZATION.—The five-member Commission is appointed by the Governor and approved by the senate for 4-year terms. The director of the Park Division is appointed and removed by the Commission.

Funds are appropriated from the general fund by the legislature. In addition, receipts from admissions at Lewis and Clark Caverns, cabin-site rentals, and concessions are available. The Commission provides funds for construction and maintenance of park access roads.

The Division has an advisory committee which serves on a voluntary basis. Its 25 members, who are appointed by the chairman of the Highway Commission, generally come from communities near one of the State park areas. The committee acts in an advisory capacity to the Highway Commission in all matters pertaining to the operation of the park system.

PROGRAMS AND ACTIVITIES.—The Division operates 23 State parks, recreation areas, and monuments. These areas were acquired by gift from public-spirited individuals, groups, or counties and by lease at no cost to the State from Federal agencies such as the Bureau of Reclamation, the Corps of Engineers, and the U.S. Forest Service. One area is under lease to the State at no cost from the Washington Water Power Company.

The Division has prepared a program of planned acquisition and development of additional park areas but this program will have to wait until such time as funds are made available by the State legislature. In the meantime, the Division will concentrate on operating and maintaining its existing areas.

In recent years the attendance at all State park areas has increased very rapidly. This increased pressure on State parks has resulted from an increase in tourist traffic as well as an increase in use by Montana residents. It is anticipated that this

recreation pressure will continue to expand in the foreseeable future.

An immediate increase in all State park facilities and areas is urgently required.

Other Agencies

BOARD OF LAND COMMISSIONERS.—This group leases State lands for grazing, agricultural, and related purposes, as well as supervising the Office of State Forester.

It is empowered to acquire lands for "camping and public recreation purposes" and to name each park. Second, the Board can grant easements up to 10 acres on any tract, provided legal specifications can be met. At Big Arm on the Flathead, the Board has leased cabin sites, and the area between the leased sites and the water is an open public recreation area which anyone can use. Another instance of the use of this power involves a plan for the setting aside of 10 acres for a gun club near Billings.

Presently the State Lands Commission has no funds set aside or used specifically for recreation purposes by this agency of State government. The lands under the jurisdiction of the State Forester and those administered by this Commission are important from the recreation standpoint. This is particularly true in regard to hunting and fishing access.

OFFICE OF STATE FORESTER.—The State forester, with headquarters at Montana State University, is responsible for the administration of 608,000 acres of State-owned forest land. Of this total, 202,960 acres have been consolidated in seven State forests, while the remainder is in small tracts scattered among the forested counties of the State. Six of the seven State forests are in the Columbia River Basin drainage.

The State Forestry Department has developed small campgrounds on some of its lands primarily for fire protection purposes. These campgrounds average about 3 acres each.

No funds are set aside or utilized for recreation as such by the State forester. The recreation development of these forest lands is handled principally by the State Parks Division.

STATE HIGHWAY DEPARTMENT.—The maintenance division of this Department is in charge of the maintenance, repair, and upkeep of roadside parks, turnouts, historical monuments, and campsites plus a few tourist facilities along the State highways. The number of roadsides increased from 43 to 116 between 1957 and 1961.

BOARD OF HEALTH.—This Board has among its duties that of establishing health and sanitary regulations for recreation areas and inspecting their facilities. The Board inspects all waters for pollution, especially streams and lakes. Pollution control is vital for the preservation of fish habitat, especially for trout and grayling, the fish that abound in Montana waters.

STATE HISTORICAL SOCIETY.—The Society recommends to the Commissioner of Public Lands that historic and prehistoric structures and other objects of scientific interest situated on lands owned or controlled by the State of Montana are suitable to be State monuments. If the commissioner agrees, he so declares by public proclamation.

STATE WATER CONSERVATION BOARD.—The Board constructs and maintains reservoirs and other related facilities. The Board now has more than 20 reservoirs and the public is given access to the areas. The reservoirs are stocked by the Fish and Game Department.

NEBRASKA

Responsibility in Nebraska for administration of outdoor recreation resources lies chiefly with the Game, Forestation and Parks Commission. Indeed, this Commission is so established as to be the only statewide official agency involved solely in recreation administration.

Game, Forestation and Parks Commission

AUTHORITY.—The present Commission grew out of a series of commissions established beginning in the year 1879 with a Board of Fish Commissioners. After a series of reorganizations, the legislature established the Game, Forestation and Parks Commission in roughly its present form in 1929. The Commission sets the seasons for hunting and fishing, makes the appropriate regulations, and enforces its rules and regulations. It is also responsible for the maintenance of hatcheries and game farms, carries on fisheries research, makes surveys of game population, and manages and develops parks and recreation areas. Besides managing and developing State-owned resources, the Commission also makes arrangements for the operation of recreation facilities on federally owned properties as well as private lands. In 1959, the Commission took on the additional functions of promoting tourist trade and supervising the enforcement of boating regulations and managing boating facilities.

The Commission has wide regulatory powers. It does not have the power of eminent domain.

ORGANIZATION.—The Game, Forestation and Parks Commission consists of seven unpaid members appointed for 5-year staggered terms by the Governor and Legislature of Nebraska. The State is divided into seven districts for Commission purposes and a member of the Commission must be a bona fide resident of the district from which he is appointed. Not more than four members shall be affiliated with any one political party. The two remaining stipulations are: (1) that members of the Commission shall be well-informed on wildlife conservation and restoration; and (2) that at least one member of the Commission be actively engaged in agricultural pursuits and reside on a farm or ranch.

The Commission is an independent agency determining its own policies and carrying them out through a director. The director is appointed by the Commission for a term of 6 years and is responsible only to the Commission. His compensation is set by the Commission. The director, with the consent of the Commission, appoints all conservation officers and other employees.

The Game, Forestation and Parks Commission consists of six Divisions: (1) Parks; (2) Game; (3) Education and Information; (4) Engineering and Operations; (5) Land Management; and (6) Fisheries.

PROGRAMS AND ACTIVITIES.—The Parks Division manages 47 areas: 4 State parks, 3 State historical

parks, 34 recreation areas, and 6 wayside areas. These areas constitute 24,230 acres. The remaining areas are administered by the Land Management Division, being considered primarily of fish and game associated visitation. A few areas, such as fish hatcheries and game farms are operated by the appropriate divisions.

The Division of Parks operates no private lands. Management agreements with the Bureau of Reclamation, Corps of Engineers, and others are executed for public access to fish and game areas and are administered by the Land Management Division. The State park program is financed by a .13 of a mill levy at present. The 1961 legislature raised this to .30 of a mill, but these funds will not become available until December 1962.

There is no earmarking of portions of this .30 mill levy as between operation and maintenance and development. The only restriction is that the Division cannot obligate more than the yield of .04 of a mill on the Platte Valley Parkway project.

The Parks Division will undertake, with its new revenue, a program of development designed to make recreation facilities available in greater quantity to the residents of the more heavily populated eastern half of the State. Another very important aspect of the 10-year plan is that of developing recreation resources for the benefit of tourists traveling across the State through the Platte River Valley, an area naturally endowed with scenic resources as well as being the site of a number of Federal and State water projects, existing and proposed.

The Fisheries Division and the Game Division each have district organizations administering game farms, game refuges, public shooting areas, fish hatcheries, and public fishing areas. Some of these activities are financed in part with revenues from Federal grants-in-aid and the revenues produced by the sale of hunting and fishing licenses. In 1958, Federal grants brought some \$323,000 into the State, as contrasted with only \$104,000 in 1950. In 1959, 329,120 hunting, fishing, and big game licenses were sold as compared with the sale of 404,810 licenses in 1950.

The publicity arm of the Commission is the Information and Tourism Division. It is staffed by a division chief, a section chief, two photographers, one illustrator, and three journalists.

Technical services are performed for the Commission by its Engineering and Operations Division, which concerns itself with land acquisition and construction operations, and the Land Management Division, which operates field crews for the management of the reservoir properties as well as supervising certain scientific activities for the Commission.

Other Agencies

DEPARTMENT OF HEALTH.—In Nebraska, the Department of Health is responsible for pollution

control activities and for administration of Federal pollution control legislation.

DEPARTMENT OF ROADS.—The Department of Roads has constructed and maintains a number of roadside parks along Nebraska highways. For the most part, these areas are relatively undeveloped, seldom including water or sanitary facilities. As of 1959, the Division of State Parks was given authority to enter into cooperative agreements with the Depart-

ment of Roads for the development and administration of these State wayside areas.

STATE HISTORICAL SOCIETY.—Prior to the establishment of an official historic site, which would ordinarily come under the administration of the Division of Parks, the State Historical Society makes investigations and recommends procedures for such sites.

NEVADA

In Nevada, outdoor recreation administration is chiefly the concern of the Nevada State Park System and the Fish and Game Commission.

Nevada State Park System

AUTHORITY.—The present System was created in 1957 and updated with a new code in 1961. The System is responsible for maintaining nine existing State parks, monuments, and recreation areas. Its responsibilities include program, budget and finance, personnel, and public relations with respect to existing parks and general responsibility for the development of the State park system. It is the intention of the legislature that the Nevada State Park System shall acquire, protect, develop, and interpret a well-balanced system of areas of outstanding scenic, recreation, scientific, and historical importance for the inspiration, use, and enjoyment of the people of the State of Nevada and that such areas shall be held in trust as irreplaceable portions of Nevada's natural and historical heritage.

ORGANIZATION.—The System is authorized to designate, establish, name, plan, operate, control, protect, develop, and maintain State parks, monuments, and recreation areas for the use of the general public. There are seven commissioners who serve at the pleasure of the Governor. The director is appointed by the Commission from a merit system list. The Commission sets the policies which are then administered by the director and his staff. The Park Commission selects its own chairman and vice-chairman. The Commission is supported by legislative appropriation.

PROGRAMS AND ACTIVITIES.—In much of the System's work, contact with Federal agencies is important because 87 percent of the State's land surface is administered by national agencies. The National Park Service administers the Lehman Caves National Monument, Death Valley National Monument, and the Lake Mead National Recreation Area. The development of new parks in Nevada will require the cooperation of the Bureau of Land Management. The Bureau of Reclamation is developing potential recreation sites in Nevada. The Forest Service operates some 24 public camp grounds in the State. Park officials appear before local civic and service groups in carrying out the public relations function. The Nevada State Park System is conducting an active program to acquire, improve, and maintain additional State park areas. (It is hampered by statutory limits on the acceptance of gifts and grants.) A study of potential park sites has been made. In all, 110 sites were identified. The Commission is seeking funds to acquire land for future parks although the development might be several years in the future. There are no charges for camping or picnicking.

The Park Commission has issued "Nevada State Parks," a pamphlet, and a biennial report of the director of the Park System; "Nevada: A Sound Park Program."

Fish and Game Commission

AUTHORITY.—This Commission was created in 1947. It has the authority to enforce all laws respecting the protection, preservation, and propagation of fish, game animals, game birds, fur-bearing animals, and nongame birds within the State. It also can acquire property.

ORGANIZATION.—The Commission is composed of 17 members who serve staggered 4-year terms. They represent the State's 17 counties. A non-partisan election is held in each county to select Commission members. The Commission was created to be an agency apart from the executive authority of the Governor.

Each county in Nevada has some voice in policy-making. The county Commissioner appoints, upon recommendation of sportsmen's organization, three persons to act as a county Fish and Game Board, which sets the seasons on game. The Fish and Game Commission works with the 17 county Fish and Game Boards to maintain wildlife resources and to maximize their utility for present and future generations.

The director of Fish and Game is appointed by the Commission and is responsible for eight operating Divisions: (1) Fiscal; (2) Administration; (3) Fisheries; (4) Game; (5) Law Enforcement; (6) Engineering; (7) Federal Aid and Lands; and (8) Information and Education. The Commission is financed by Federal grants, licenses, grazing fees, sales and rentals, county budget reversions, and miscellaneous revenue.

PROGRAMS AND ACTIVITIES.—Recognizing the basic need for conservation education in the schools, the Commission published a book entitled, "Nevada's Conservation Adventure," which has been used in Nevada schools for 8 years.

The biological bulletins, "The Chukar Partridge in Nevada" and "Let's Go Desert Quail Hunting," were published in 1954 and 1956 respectively.

A bulletin entitled "Nevada's Wildlife" is published monthly, and several pamphlets have been issued in series and individually.

The Commission in its present form is a relatively new agency. During the past 10 years it has developed its programs around particular emergencies with respect to wildlife, and particular needs involved in regulating hunting and fishing activities. The agency is now looking ahead systematically at the game conservation needs of the State as a whole and the development of a master plan for meeting them.

Nevada State Museum

AUTHORITY.—The Nevada State Museum was created in 1939. Its purpose is to gather and prepare the history and natural history of Nevada and establish such departments as may be necessary to carry out these objects and purposes.

ORGANIZATION.—The museum is managed by a board of trustees of not less than 5 nor more than 15 members. Trustees are elected from and by the museum membership and serve a term of 4 years.

The board elects its own chairman, vice chairman, and secretary. The trustees appoint a director, who with his staff carry out the policies set by the trustees. The museum is supported by legislative appropriation, donations and foundation grants.

ACTIVITIES.—In addition to regular museum activities, the museum's research programs include field work in archaeology and paleontology and archeological surveys for the Nevada State Park Commission, Bureau of Land Management, and National Park Service.

Other Agencies

DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES.—The State forester cooperates with the

State park system in protecting parks against vandalism.

DEPARTMENT OF ECONOMIC DEVELOPMENT.—This Department assists the park system in preparing pamphlets, handling public relations, and furnishing data on population trends and related problems. "A Guide to Nevada Camping" is published by this Department.

DEPARTMENT OF HIGHWAYS.—The Department was established in 1917. It is authorized to construct and maintain roadside parks for the convenience of the traveling public. The Department also has general powers to maintain the attractiveness of the roadsides, erect historic markers along the highways, and enforce the laws relating to the unlawful depositing of dirt, garbage, and rubbish on public highways. The Highway Department distributes a large amount of information designed to interest persons in the outdoor beauty and recreation activities in the State. "Nevada Highways and Parks" is published several times annually, and may be obtained free of charge from the Nevada State Department of Highways, Carson City. The Department also publishes "What's Doing in Nevada" and "Dude Ranches in Nevada." The Highway Department and the Department of Economic Development cooperate in distributing information about outdoor recreation activities in the State.

NEW HAMPSHIRE

Outdoor recreation administration is performed by two New Hampshire agencies, the newly-created Department of Resources and Economic Development and the Fish and Game Department. As is true in most States, other agencies, such as the Highway Department, have peripheral responsibilities.

Department of Resources and Economic Development

AUTHORITY.—The Department was established by the 1961 legislature. The Planning and Development Commission and the Forestry and Recreation Commission were abolished and their functions, powers, duties, personnel, records, and property were transferred to the Department of Resources and Economic Development. The 1961 legislation established an advisory commission to the Department. It also transferred to the Department the Water Resources Board and the New Hampshire State Port Authority. The transfer of the Water Resources Board and the Port Authority were for the purpose of departmental reorganization and did not confer upon the commissioner of Resources and Economic Development regulatory authority or administrative supervision over the agencies.

ORGANIZATION.—The Department is headed by a commissioner. The commissioner of Resources and Economic Development is appointed by the Governor and council for a term of 4 years. He appoints an assistant commissioner. There are three Divisions: (1) Resources Development; (2) Economic Development (including subdivisions of Research, Planning, Development and Promotion); and (3) Parks. The commissioner nominates for appointment by the Governor and council, a director of Resources Development, a director of Economic Development, and a director of Parks, who serve for 4-year terms of office. The State forester in office on the effective date of the act, establishing the Department, continues in office as director of the Division of Resources Development. The director of recreation in office on the effective date of the new legislation also continues in office as director of the Division of Parks.

Division of parks

AUTHORITY.—This Division executes all matters concerning design, development, administration, operation, and maintenance of recreation facilities and services for public use on all State-owned areas, including forests, parks, reservations, and historic sites. It makes recommendations concerning State acquisition of land and the use of land for recreation purposes. With the approval of the Department it enters into cooperative agreements with Federal and State agencies and with private organizations for the development and promotion of recreation facilities. It is authorized specifically to cooperate with the director of the Division of Resources Development in the zoning and joint-management of State-owned areas of interest to both Divisions. The Division further

has the authority to expand facilities within the present system of State parks, historical sites, wayside areas, and scientific areas in order to achieve and derive maximum benefits from the increase in the value of such facilities as tourist attractions in relation to the growing needs of the residents of the State of New Hampshire.

ORGANIZATION.—The director of the Division of Parks, who serves at the pleasure of the Commission, heads five major sections: (1) operations; (2) merchandising; (3) fiscal and administration; (4) design and development; and (5) publicity.

Financing of the Division's activities is by appropriations from a dedicated fund into which all revenues from fees and charges are placed. Remaining balances are carried over the end of the fiscal year. The Division is largely self-supporting (94 percent of expenses, exclusive of capital expenditures, appropriated by the legislature in the 1960 fiscal biennium were covered by revenues from concessions and fees), through income accruing from concessions at the two so-called "business" parks run by the Division. Other parks are called "service" parks, denoting the absence of any major merchandising activities which would make them self-supporting.

PROGRAMS AND ACTIVITIES.—Management activities are carried on largely by the operations section of the Division of Parks. In any parks where forest management is carried out, this section works closely with the Division of Resources Development using a system of zoning. Three zone patterns are employed—a red zone designates land used exclusively for the purposes of recreation and is administered by the operations section of the Parks Division—a white zone designates land used exclusively for forestry and is administered by the Resources Development Division; a yellow zone designates land jointly used which may have recreation potential or which is adjacent to red-zoned land, and which is managed by both Divisions. In practice, the latter zones (yellow) are managed by the Resources Development Division since they are usually primarily forest areas.

The Division of Parks has recently developed a plan for park development during the next 10 years. The plan was prepared at the request of the Governor and considered favorably by the recent legislation which set up a \$9 million bond issue for extension and expansion of State parks. The program would include the expansion of present parks to their optimum and the addition of new elements would more than double present use capacity of the present system. Park layout and design would be accomplished by the Division and new acquisition would tie into studies and plans developed on a statewide basis by planning and development sources.

Prior to development of the 10-year plan, the State legislature, in the 1957-59 biennium, made available almost \$750,000 for capital improvements and expansion under specific plans. Somewhat more than half of the appropriation is to be repaid to the State

treasury from revenues of the two "business" parks. These funds have been used primarily to further develop winter sports facilities and camping facilities, and to acquire small parcels of land for future development.

Advisory commission

AUTHORITY.—The 1961 legislation established a commission advisory to the commissioner of Resources and Economic Development. The commission consults with and advises the commissioner of Resources and Economic Development with respect to the policies, programs and operations of the Department on a continuing basis.

ORGANIZATION.—The commission consists of seven members appointed by the Governor and Council for a term of 5 years. The commission is composed of residents of the State of New Hampshire. They represent manufacturing, agriculture, recreation, forestry, the general public, commerce, and public relations. The Governor designates a chairman from the membership. Members of the commission serve without pay but are entitled to receive mileage and expenses when incurred in the performance of duties as advisory commission members.

PROGRAMS AND ACTIVITIES.—The advisory commission submits to the Governor and Council each February a written report of the activities of the Department covering the previous calendar year. This report is a public document.

Fish and Game Department

AUTHORITY.—The New Hampshire Fish and Game Department was reorganized in 1935 on the basis of the model administrative law of the International Association of Game, Fish and Conservation Commissioners. It is charged with the responsibility for protecting, propagating, and preserving the fish, game, bird, and wildlife resources of the State. It makes and enforces rules and regulations adequate for controlling, managing, restoring, conserving, and regulating wildlife. The Department also makes investigations into wildlife resources and methods.

ORGANIZATION.—Ten unpaid commissioners, appointed by the Governor and council, serve 5-year staggered terms as members of the commission heading up the Fish and Game Department. Each member must be a resident of 1 of New Hampshire's 10 counties and each must be informed on the subject of wildlife conservation and restoration. Not more than six members may belong to the same political party. The chief duties of the commission are to appoint a director, who serves for an indefinite term at the

commission's pleasure, to fix the departmental budget for each fiscal year, and to pass upon general policy questions.

Under the director's supervision are six Divisions: (1) Accounting; (2) Conservation; (3) Management and Research; (4) Fisheries; (5) Maintenance; and (6) Education.

The Department's activities are financed through the fish and game fund into which all revenues from the sale of fishing and hunting licenses, Federal aid funds, and other income go. Balances may be carried over at the end of the fiscal year.

PROGRAMS AND ACTIVITIES.—The Department operates nine hatcheries and rearing stations throughout the State. It conducts research activities and promotes new scientific management techniques. It has well-established programs for managing both salmonoid and bass waters through the use of rotenone in total and partial reclamation projects, and for reconciling deer herd management with existing logging practices. Still under development are such functions as expanding the warm water fisheries, particularly for pickerel and bass, and practical trout stream management to reduce hatchery costs.

Other Agencies

NATURAL RESOURCES COUNCIL.—The Council consists of one member each from the Department of Resources and Economic Development, the Fish and Game Department, the Water Resources Board, and the Water Pollution Commission. The Council meets quarterly to advise and consult upon common problems in the field of natural resources and their development and to make recommendations to the Governor and council, the pertinent departments, or to the legislature.

WATER RESOURCES BOARD.—The Water Resources Board makes recommendations for the control, development, and management of New Hampshire's water resources.

WATER POLLUTION COMMISSION.—This Commission supervises the enforcement of the State's water pollution laws and makes findings as to the degree of pollution present and suggests remedial steps.

STATE HISTORICAL COMMISSION.—The Commission makes studies of New Hampshire history and recommends appropriate commemorative steps.

DEPARTMENT OF PUBLIC WORKS AND HIGHWAYS.—The Department develops and maintains highway rest areas, with limited facilities, as a service in the interests of highway safety.

NEW JERSEY

New Jersey's outdoor recreation resources are administered, along with a number of other functions, by the Department of Conservation and Economic Development. This agency unites park and forest administration and water supply administration with fish and wildlife programs under a single head. Other offices in the Department perform related and supporting tasks.

Department of Conservation and Economic Development

AUTHORITY.—The Department is an outgrowth of the consolidation of the former separate departments of conservation and economic development, which occurred in 1949, and is the most recent in a series of reorganizations of these functions which dates back to 1915. The Department has jurisdiction over the forests, lands, waters, and fish and wildlife resources of the State. In addition, it has responsibilities for enforcement of the State's navigation laws; the administration of veterans' services; the promotion and development of commerce and industry; and the promotion of programs insuring the orderly development of the State's physical assets. Legal authority is vested in the commissioner of the Department as well as in his subordinate division directors.

ORGANIZATION.—The Department is headed by a commissioner appointed by the Governor. He is a member of the Governor's cabinet. The Department consists of six Divisions, each headed by a director appointed by the Governor. (The director of the Division of Fish and Game is appointed by the Fish and Game Council, subject to the approval of the Governor.)

Each Division, except the Division of State and Regional Planning, is served by an advisory council composed of citizens appointed by the Governor. The six Divisions are (1) Fish and Game; (2) Shell Fisheries; (3) Resource Development; (4) Water Policy and Supply; (5) Veterans' Services; and (6) State and Regional Planning.

The work of all Divisions except that of Fish and Game is supported by legislative appropriations from general State funds. However, the Division of Resource Development derives some revenues from fees, charges, and land management programs; the Division of Fish and Game operates on funds derived from the sale of licenses, Federal grants-in-aid, and land management programs, and the Division of Water Policy and Supply derives funds for the acquisition of water storage facility sites from a recent bond act. The Divisions of Fish and Game and Resource Development can acquire lands for State recreation purposes through purchase, gift, exchange, etc.; can exercise the power of eminent domain; and can enter into lease and easement arrangements.

Division of fish and game

ORGANIZATION.—The director of the Division of Fish and Game is assisted in policymaking by an advisory

council composed of 11 members appointed by the Governor and the legislature for 4-year staggered terms. Stipulations are that three members must be farmers nominated by a statewide agricultural convention, six must be nominated by the New Jersey State Federation of Sportsmen's Clubs, and two are appointed by the Governor and must be commercial fishermen by occupation. Members are required to represent geographic districts of the State and must have knowledge and interest in the conservation of fish and game. The council meets monthly.

The Division consists of five program units and one administrative unit. They are: (1) the Bureau of Wildlife Management; (2) the Bureau of Fisheries Management; (3) Law Enforcement; (4) the Coastal Patrol; (5) Conservation Education and Public Relations Bureau, and (6) the Administrative Staff.

BUREAU OF WILDLIFE MANAGEMENT.—The Bureau is headed by a chief who supervises two programs. One staff manages and operates the three State game farms and carries on the predator control program. The second acquires, develops, and supervises the public shooting and fishing grounds, conducts game research, carries out Federal aid projects, distributes game, and operates a game management program on public and private lands.

BUREAU OF FISHERIES MANAGEMENT.—The Bureau is headed by a chief who supervises two staffs: one for the operation of a fish hatchery and the other for operations of the fisheries laboratory which handles all fisheries research and development including Federal aid projects.

LAW ENFORCEMENT.—The chief conservation officer heads the law enforcement staff which is divided into two sections to operate in the northern and southern parts of the State.

COASTAL PATROL.—The chief coastal patrol officer enforces the fishing regulations affecting the tidal waters of the State (more than 200 miles of coastline, bays, and estuaries). The tidal waters are divided into three geographical districts each headed by an assistant conservation officer and staffed with coastal patrolmen. As in the case of law enforcement work generally, the division supplies professional direction but much of the work of surveillance is actually carried out by unpaid deputies with authority to make arrests in certain circumstances.

CONSERVATION EDUCATION AND PUBLIC RELATIONS BUREAU.—The Bureau is headed by a supervisor with a small staff. The division's magazine, "New Jersey Outdoors," is published monthly, along with other technical and general publications of interest to conservationists, hunters, and fishermen.

ADMINISTRATIVE STAFF.—The administrative staff provides general clerical assistance to the director of

the division and administers the issuance of all hunting and fishing licenses.

Division of resource development

ORGANIZATION.—The director of the Division of Resource Development is assisted in policymaking by an advisory council composed of 12 members appointed by the Governor and the legislature for 4-year staggered terms.

The Division of Resource Development consists of seven Bureaus and two special agencies associated historically with the department. They are: (1) Parks and Recreation; (2) Forestry; (3) Geology; (4) Aeronautics; (5) Navigation; (6) Commerce; and (7) Housing. The two special agencies are the Morris Canal and Banking Company and the commissioners of pilotage. It is estimated that 90 percent of the Division's recreation responsibilities are administered by the Bureau of Parks and Recreation.

BUREAU OF PARKS AND RECREATION.—The Bureau of Parks and Recreation, headed by a chief, is divided into three sections. The operation section and the plans and survey section are responsible for the administration, management, and development of the State forest, parks, and historic sites for recreation purposes. The recreation and administration section is charged with assisting municipalities in organizing and conducting community recreation programs. In 1960, 11 State forests, 23 State parks, and 18 historic sites were maintained or operated by the Bureau through 6 administrative districts in the State. Many of the resources administered by the Bureau are relatively undeveloped, since recreation programs have not achieved legislative support until recent years. Although the State owns several beaches, these are administered, with the exception of the newly acquired Island Beach, by municipalities. The Bureau relies on legislative appropriations for most of its support; however, substantial revenue is produced annually by user fees (\$340,000 in fiscal 1959). Although the Bureau is responsible for maintaining relations with the State Advisory Recreation Committee (established to appraise recreation needs and promote recreation development), no significant statewide support has been reported.

BUREAU OF NAVIGATION.—The Bureau is headed by a chief. Some of the work of the Bureau of Navigation relates to recreation, principally the provision of safe waterways, channel markers, etc., and the general enforcement of regulations for the safe operation of boats on inland waters as well as the construction and operation of marinas. Specifically, the Bureau (1) registers boats and licenses operators in nontidal waters; (2) maintains and improves inland waterways and navigation aids; (3) operates and maintains State-owned marinas at selected points along the Atlantic coast; (4) protects the shoreline against erosion; (5) manages the riparian lands in the State; and (6) controls the issuance of permits, licenses, and easements effecting the tidal waters of the State. The Bureau is engaged in two specific programs for the enhancement of outdoor recreation resources. Under the waterway improvement pro-

gram, the Bureau has concentrated on such improvements as dredging, installing night navigation aids, and assisting communities in improving their waterway facilities. Under the State's beach-fill program, the Bureau, supported by Federal funds, is locating suitable sands and transporting them to eroded beach sites. It also cooperates with the Corps of Engineers in making studies of the beach erosion problem.

For enforcement purposes, the Bureau administers a system of power vessel inspectors on nontidal water and harbor masters on tidal waters. Except for the harbor master heading each of the nine coastal commands along New Jersey's shoreline, enforcement officers are uncompensated but with powers to make arrests for violations of the navigation statutes.

BUREAU OF COMMERCE.—The Bureau of Commerce, headed by a chief, is mainly devoted to the economic development of the State, however, the Bureau promoted the tourist trade and the resort industry by advertising the resources of the State in newspapers and magazines as well as brochures distributed directly to inquiring citizens.

BUREAU OF FORESTRY.—The Bureau of Forestry, headed by the State forester, is devoted to the proper development and management of the woodlands of the State. Specifically, the Bureau (1) assists private landowners in developing a woodlot improvement program; (2) operates a controlled burning program in the forests and woodlands of the State; (3) conducts reforestation programs; and (4) is responsible for the prevention and control of forest fires in the State.

Division of water policy and supply

The Division of Water Policy and Supply, which through its water policy and supply council is trustee of the water resources of the State, operates no recreation facilities per se.

The Bureau of Water Supply within the Division, responsible for administration of the Delaware and Raritan Canal and other State water-supply developments, makes its facilities available through the direction of the commissioner for such supplemental recreation use as will not interfere with the primary use for water supply.

Division of state and regional planning

Although the Division of State and Regional Planning operates no recreation facilities, it is charged with the promotion of programs insuring the orderly development of the State's physical assets.

The State's park and recreation needs have been the subject of special reports from time to time since 1937. Special appeals have recently produced action by the legislature to provide for the acquisition of new lands and beach areas. In 1960, a special intra-departmental committee, the Land Use Committee of the Department of Conservation and Economic Development, to which the Statewide Planning Bureau within the Division of State and Regional Planning serves as the technical staff, issued a report stressing the growth of demands for recreation facilities and the likely future needs of the State in this direction.

The report was entitled, "The Need for a State Recreational Land Acquisition and Development Program." Implementation of the resulting legislation would, to a large extent, be the responsibility of the agencies which manage the various lands for recreation programs; however, the Bureau of Statewide Planning would be the administrative and coordination agency for this land acquisition program.

The Bureaus of Community Development and Regional Planning develop standards for the provision of municipal and regional recreation facilities; recommendations for their location; and programs for their development. These planning programs are accomplished through various Federal, State, regional, and municipally supported programs.

Other Agencies

STATE DEPARTMENT OF HEALTH.—This Department is the principal agency concerned with water pollution control. It is headed by a commissioner and a public health council. The commissioner is appointed by the Governor and the senate, and the council, consisting of eight members, is appointed for 7-year staggered terms by the Governor and senate. The Department has general supervision in regard to the purity of all waters in the State, including the authority to supervise the disposal of wastes and to issue preventive orders.

DEPARTMENT OF HIGHWAYS.—The Department of Highways provides and maintains a number of roadside rest areas along State roads.

NEW MEXICO

The principal agencies concerned with recreation in New Mexico are the Department of Game and Fish and the State Park Commission. In addition to these, a number of other agencies have responsibility and functions involving them peripherally in the administration of recreation programs: the State Highway Department, the Department of Development, the Department of Public Health, the Commission on Youth, and an unofficial body, the New Mexico Project Committee.

Department of Game and Fish

AUTHORITY.—The Department was established by an act of the Legislative Assembly of the Territory of New Mexico in 1903 to "create the office of Game and Fish Warden of the Territory of New Mexico, to provide for the protection of game and game fish, and for other purposes." In February 1921, the State Game Commission was established by legislative act, and the powers of the agency were broadened. In 1945, the Commission was increased to five members, and its powers were further broadened and made more precise.

The chief responsibility of the agency is to provide for the protection of game and fish and for the use and development for public recreation and food supply. Specifically, it has general control over the collection and disbursement of all moneys collected or received under State laws for the protection and propagation of game and fish, and is directed:

to establish fish hatcheries for the purpose of stocking public waters of the State and to furnish fish fry and fingerlings to stock private waters; to declare closed seasons in any specified locality ... and on any species of game or fish threatened with undue depletion from any cause; to establish game refuges ... in which game may breed and replenish; to purchase lands for game refuges ... for fish hatcheries and ... lands to be maintained perpetually as public hunting grounds ...; to designate certain areas as rest grounds for migratory birds, in which hunting shall be forbidden at all times or at such times as the Commission shall provide ...; to close any public stream or lake or portion thereof to fishing, when such action is necessary to protect the recently stocked water, to protect spawning waters, or to prevent undue depletion of the fish; to propagate, capture, purchase, transport or sell any species of game or fish needed for restocking any lands or streams of the State; to withhold license privileges ... not to exceed 2 years from any person procuring a license through misrepresentation or hunting without a proper license; to prohibit all hunting in periods of extreme forest fire danger, and at such times and places as may be necessary to reduce the danger of destructive forest fires.

ORGANIZATION.—The State Game Commission consists of five members appointed by the Governor, with the advice and consent of the senate. The term of office for each member of the Commission is 5 years, and the terms are staggered. No more than three members of the State Game Commission are members of the same political party at the time of their appointment. The Governor in making appointments gives consideration to the "population, geographical features and wildlife areas of the State, to the end that all sections shall be equitably represented."

The Commission is responsible directly to the Governor. The Department of Game and Fish is responsible to the State Game Commission, which employs a director to serve as administrative head of the Department. With the authorization of the State Game Commission, the director may employ "such conservation officers, clerks and other employees as he shall deem proper and necessary to enforce and administer the laws and regulations relating to game and fish ..."

The assistant director serves as administrative officer to whom all other Division chiefs are directly responsible.

There are four Divisions: (1) Fiscal; (2) Special Services; (3) Game Management; and (4) Fish Management.

The recreation activities of the Department of Game and Fish are financed by moneys obtained from concessions, license fees, use fees, charges, and rents. Revenue from fees and charges constitutes more than half the total budget. The act of the legislature of 1945 which gives the State Game Commission control over all collection and disbursement of moneys received under State laws for protecting or propagating game and fish requires that this money be paid over to the State treasurer to the credit of the game protection fund, and not be transferred to another fund.

PROGRAMS AND ACTIVITIES.—At the present time, properties administered by the Commission include waterfowl areas, upland game bird areas, big game areas, fish hatchery areas, and fishing lake areas. Recreation facilities available on these properties include campsites, picnic areas, boating, and lakes stocked for fishing. The State Game Commission has full authority to acquire lands by condemnation, purchase, gift, lease, easement, and can acquire title in all usual ways. (See also section on the State Land Office.)

In implementing its responsibilities, the Department of Game and Fish cooperates with other agencies responsible for managing public lands in determining the time and place in which hunting shall be permitted, so that public land administrators may indicate the needs, if any, for special regulations on any of the lands under their administration. The Department publishes several pamphlets, e.g. "Elk of New Mexico," "Deer of New Mexico," etc., and

also a bimonthly magazine, "New Mexico Wildlife." The Department has a general 10-year development program announced in 1954 which has not been revised recently.

The Department receives no funds from the general fund, being entirely self-supporting from sale of licenses, use fees and charges, sale of products from lands, and from Federal aid to fish and wildlife restoration funds.

State Park Commission

AUTHORITY.—The New Mexico State Park Commission, created in 1935, develops, maintains, manages, and supervises all State parks within the State. It has jurisdiction over all activities within the 10 existing parks, (total area 3,417 acres) including the operations of the seven concessionaires, which are under lease agreement. It is also "authorized to adopt and promulgate rules and regulations to carry into effect the provisions of the Boat Act (of 1959, which applies to any and all waters within the territorial limits of any subdivision of the State), and to authorize the superintendent of State parks and park custodians, to enforce and administer these provisions."

Further, the State of New Mexico "is authorized to acquire lands or interests in lands for State park or State recreation purposes, by gift, donation, devise or purchase, for the use of the State and to develop, hold, maintain, and operate the same as State parks or State recreational areas . . ." (Power of eminent domain is not mentioned with regard to acquisition of land for State park or recreation areas.) The State of New Mexico is authorized and empowered upon the execution of a written agreement by the State Park Commission with the department, service, or agency of the United States having jurisdiction of lands of the United States, to develop, protect, maintain, and operate in accordance with such agreement, such federally owned lands as State parks or State recreation area, although the State may not acquire by such agreement the fee to or a permanent right in such lands.

ORGANIZATION.—The Commission consists of five members: The State highway engineer, by virtue of his office, and four members appointed by the Governor. "Initial appointment of these four members shall be for 1, 2, 3, and 4 years, respectively. The superintendent of State parks shall be the member appointed initially for 4 years." Though not required by law, traditionally the director of the State Game and Fish Department is appointed a member of the Commission.

The Commission is directly responsible to the Governor, and, through him, to the State legislature.

The superintendent is aided by an assistant superintendent, administrative assistant, accountant, secretary, clerk, and two area supervisors in supervising the nine park managers or custodians of their respective parks. The 10th park, located in the headquarters city, receives direct supervision. Three "boatmen" aid in administering the Boat act.

FINANCING.—The State parks depend wholly upon appropriations from the State legislature, royalties

from the operations of the concessionaires, and certain fees and charges. These moneys are covered into the State park fund, which is a revolving fund. (The boat registration fees which the Commission collects—\$5 for the first 3 years, and 8,000 boats registered to date—all go to the State's general fund.)

PROGRAMS AND ACTIVITIES.—The Commission plans improvements, additions, and indicated changes in the facilities of the existing parks and of new parks as they are created. Such facilities vary as between parks, but they embrace all the usual types, including some of those associated with water areas, of which last mentioned four are contained in New Mexico parks. Where the above improvements or changes involve other agencies (e.g. Corps of Engineers at Conchas Dam State Park) the Commission consults them. It receives help in constructing and maintaining access roads from county commissioners and from the State Highway Department. It receives help in planning from the National Park Service regional office in Santa Fe.

On January 1, 1962, the Commission was to take over the operation and maintenance of a "turnkey" recreation site at El Vado Dam Lake in north-central New Mexico, now being developed with Bureau of Reclamation funds. (The National Park Service has planned the development.) Also the State of New Mexico is being considered for another comparable turnkey job (recreation site development—Bureau of Reclamation funds and National Park Service planning) on Navajo Dam Lake 2 years hence, and also on Elephant Butte and Caballo Lakes. Finally, development of two recreation sites by the Commission on a lake to be formed by an irrigation dam east of Tucumcari (Logan) to be built by the State engineer, may occur in the foreseeable future.

Other Agencies

NEW MEXICO STATE HIGHWAY DEPARTMENT.—This Department cooperates with the State Parks Commission in improving access roads to State parks. In addition, it is responsible for the development of roadside parks (111 as of November 1961), other than those maintained by the Department of Game and Fish and the U.S. Forest Service. The State legislature has provided \$100,000 annually to be distributed among, and used by, the five highway commissioners to finance recreation area access roads in their respective districts.

NEW MEXICO DEPARTMENT OF DEVELOPMENT.—This Department, created in 1959, is concerned with recreation through two of its Divisions, the Tourist Bureau and the Publications Division. The Tourist Bureau has responsibility for an advertising and publicity program designed to attract out-of-State tourists to New Mexico. This program involves advertisement in national magazines, in newspapers, on radio shows, and promotion of relationships designed to secure free publicity for New Mexico in national and out-of-State magazines and newspapers. Some of these activities are undertaken in cooperation with local Chambers of Commerce and related organizations. The Publications Division of the Department

of Development is responsible for preparing and publishing "The New Mexico Magazine," one of whose purposes is to publicize the outdoor recreation facilities available to tourists in New Mexico.

DEPARTMENT OF PUBLIC HEALTH.—This Department has the responsibility and authority to make regulations concerning health matters in the field of outdoor recreation, including sanitation of public buildings and premises.

NEW MEXICO COMMISSION ON YOUTH.—This Commission, established in 1953, is responsible for making studies of "all available recreation facilities within the State," and for making specific recommendations for the expansion or improvement of such facilities. "To accomplish these ends, the Commission may form a recreation council in each political subdivision of the State whose membership shall consist of civic, religious, labor, business, or charitable members. The primary aim of such recreation councils shall be to devise methods of providing

children of their communities with a year-round recreation program." The Commission has not yet been active in the outdoor recreation field because there have been provided no funds by the State legislature.

STATE LAND OFFICE.—This office and the Department of Fish and Game completed an agreement in March 1961 which permits public access for hunting and fishing activities on the State trust lands. Also, the Department of the Interior approved the use of Federal-aid funds by the State of New Mexico in payment of annual rental for hunting and fishing rights on 11,411,000 acres of State trust lands.

This agreement opens these lands to game and fish harvest by all holders of applicable licenses and permits the Game and Fish Department to conduct game and fish management activities on these lands. The total of State and Federal lands open to hunting and fishing totals approximately 50 percent of the total area of the State.

NEW YORK

Most outdoor recreation and related activities in New York come under the supervision of one well-integrated department, the Department of Conservation.

Department of Conservation

AUTHORITY.—The New York State Department of Conservation is the outgrowth of a series of conservation agencies established by the State legislature beginning with the Fish Commission in 1868. In 1885, a Forest Commission was established to administer the State's forest preserve, while in the same year several individual park commissions were also established. In 1911, the programs of these Commissions, together with that of the Water Storage Commission (1902), and the State Water Supply Commission (1905), were merged into a Conservation Department headed by a three-member commission. The State Council of Parks was organized in 1924, and in 1927 a Division of Parks was established in the Conservation Department. The Department of Conservation has existed in approximately its present form since 1931. The Department derives its basic authority from articles V and XIV of the New York State Constitution and chapter LXV of the Consolidated Laws of New York.

The Department has seven distinct and guiding purposes: (1) to establish and maintain an adequate system of parks; (2) to preserve, maintain, and utilize the public forest lands of the State including the forest preserve; (3) to protect and increase the State's wildlife resources; (4) to promote the safe use of motorboats; (5) to supervise the use of water resources of the State; (6) to promote conservation education; and (7) to administer the Saratoga Reservation.

The Department has the power of eminent domain. It can also obtain title by purchase and gift. Occasionally it enters into lease arrangements. For instance, in situations where boat-launching sites cannot be purchased outright, it is sometimes possible to negotiate a lease. The Department's standard procedure on the purchase of stream fishing rights is to acquire an easement for the right to trespass for the purpose of fishing only. Title, in these cases, does not change.

ORGANIZATION.—The Department is headed by a single commissioner, a deputy commissioner, and a secretary. Certain Divisions of the Department share some of their planning and management functions with statutory citizen advisory bodies. The seven operating Divisions are: (1) Division of Lands and Forests; (2) Division of State Parks; (3) Division of Saratoga Springs Reservation; (4) Division of Fish and Game; (5) Division of Water Resources; (6) Division of Motorboats; and (7) Division of Conservation Education.

The Department is financed by moneys from the general fund and several special funds. The conservation fund derived from the sale of hunting, fishing and trapping licenses, fines, etc. must be used for fish and game purposes. However, the Division of Fish and Game also receives moneys from the general fund.

Executive office

The commissioner of the Department is appointed by and is directly responsible to the Governor of New York. He is appointed with the advice and consent of the senate for a term coterminous with that of the Governor and is a member of the Governor's cabinet. Restrictions are such that the commissioner may not be engaged in the business of lumbering in a forest preserve county or in any business in which hydraulic power is used or distributed or sold or used under public franchise. He may not be an officer or holder of the stocks or bonds of any corporation engaged in such business within the State.

The commissioner is assisted by an executive division made up of: (1) office of general administration; and (2) office of counsel.

Division of lands and forests

AUTHORITY.—The Division of Lands and Forests is charged with two primary functions: (1) the administration of State forests and the forest preserve, particularly the area known as the Sixth Park region, and (2) the administration of forest management, protection, recreation, and nursery programs. One of the Division's important responsibilities has to do with the State's unique forest preserve, which according to the constitution must be "forever kept as wild forest lands." Such lands constitute well over three-fourths of the Division's land responsibilities. Reforestation and the administration of camping areas as well as the administration of a number of parks and beaches are also important responsibilities of the Division.

ORGANIZATION.—The Division is headed by an assistant commissioner, appointed by and responsible to the commissioner of conservation under the State civil service system. The Division consists of six operating Bureaus and a field organization composed of nine forest regions. The operating bureaus are: (1) Bureau of Forest Management and Nurseries; (2) Bureau of State Forests; (3) Bureau of Forest Fire Control; (4) Bureau of Forest Pest Control; (5) Bureau of Forest Recreation; and (6) Bureau of Land Acquisition.

PROGRAMS AND ACTIVITIES.—The recreation functions of the Division are lodged primarily in its

Bureau of Forest Recreation. The Bureau is responsible for the conduct of a major recreation program which includes facilities such as campsites, hiking trails, lean-tos, ski trails, bobsled runs, parks, and a beach. To carry out these programs, the Bureau is organized along the lines of the State's forest districts and in addition maintains offices at four special recreation centers. Most of the Bureau's activities take place within the two forest preserve areas, but particularly within the area known as the Sixth Park region.

The Division of Lands and Forests maintains cooperative relationships with a number of civic organizations and other Government agencies such as the U.S. Forest Service. It also participates in the planning efforts carried on by the Department of Conservation for the provision of recreation facilities of all kinds throughout the State. In addition to its recreation functions, the Division also operates important programs for protecting public and private forests from fire, pests, and diseases, produces and distributes seedlings for planting, and gives technical forestry advice to private woodland owners.

Division of parks

AUTHORITY.—The Division of Parks is responsible for the management of parks and areas of interest not delegated to the Division of Lands and Forests or to the Department of Education, which manages certain sites, primarily those of historic interest. The Division is also authorized to cooperate with cities and counties in the planning of park development.

ORGANIZATION.—The Division of State Parks is headed by a director, appointed by and responsible to the commissioner of conservation, under the State civil service system. The Division consists of nine regional offices supervising the activities of individual park staffs within each region. Each of the nine regional offices is headed by a regional park commission composed of private citizens appointed by the Governor. The responsibility for administering the parks is thus shared between the director of the division and the regional park commission, with direct operation and maintenance decentralized to the regions. The chairmen of the nine commissions, together with the Sixth Park region (the facilities of which are managed by the Division of Lands and Forests), constitute the State council of parks. The director of the Division is secretary to this council. According to law, the council acts as a "central advisory agency for all parks" and formulates and recommends to the conservation commissioner "plans for the management, improvement, construction, use and extension of the parks and places under the jurisdiction of the Department of Conservation."

PROGRAMS AND ACTIVITIES.—The lands under the jurisdiction of the Division of Parks comprise 87 parks ranging in size from 6 acres to over 50,000 acres. The Division, through the nine regional commissions, provides for all kinds of uses including swimming, boating, picnicking, sports, trails, etc. Overnight accommodations are provided by hotels,

motels, cabins, and tent and trailer sites, as well as restaurants and stores.

The Division, working with the State council of parks, the commissioner of the Department of Conservation, and other divisions of the Department, has large responsibilities under the State's recently enacted plan for the development and expansion of existing recreation facilities. In 1960, the voters of the State provided for a \$75 million bond issue to be used exclusively in acquiring lands and waters for further development of the Department's resources. A large portion of the proceeds will be used by the Division of Parks and the State council of parks to acquire additional State-owned areas for its purposes. In addition, the enacted plan authorizes the commissioner, on recommendation of the State council of parks, to approve applications for grants-in-aid by counties, towns and villages, and New York City for the purpose of making planned additions to their own park and recreation resources. Of the total \$75 million, \$12 million will be allocated to the city of New York, \$12 million to upstate cities, and \$16 million to counties, towns, and villages.

One particularly interesting aspect of the New York park system is presented by the Palisades Interstate Park Commission. This Commission administers, for the State of New York and the State of New Jersey, the jointly owned Palisades Interstate Park comprising over 53,000 acres, the great bulk of which lies within the State of New York. The park system was established in 1900 as a cooperative effort by New York and New Jersey to preserve the scenic "palisades" or escarpments which lie along the banks of the Hudson River.

In 1959, more than \$14 million was expended on the operation and expansion of the State's parks, which entertained about 30 million visitors and required 4,700 persons for their maintenance. These figures may be contrasted with the \$2,800,000 spent in 1940, when the Parks Division employed only about 420 persons to operate the parks which entertained at that time about 19 million visitors annually. The Department estimates that park attendance has been growing at a rate of about 8 percent per year over the past 20 years, while the State's population has grown at only about 1 percent per year.

Division of Saratoga Springs Reservation

AUTHORITY.—The Division manages and develops the Saratoga Springs Reservation as a public recreation area.

ORGANIZATION.—Saratoga Springs is administered by the Saratoga Springs Commission of which the conservation commissioner is chairman. The Commission is composed of 12 private citizens appointed by the Governor and the senate for terms of 5 years. The Commission employs a director as its administrator.

PROGRAMS AND ACTIVITIES.—Saratoga Springs has, in recent years, become a popular recreation center providing facilities for picnicking, swimming, etc., as well as hotel accommodations and the mineral baths. Future State planning envisages major park

and recreation facilities at the reservation and construction is already well underway.

Division of fish and game

AUTHORITY.—The Division of Fish and Game is responsible for the restoration and maintenance of the fish and wildlife resources of the State, for the provision of hunting and fishing opportunities for the public, and for the enforcement of regulations pertaining to such resources. The Division exercises broad legal powers. In New York, title to all fish and wildlife is vested in the State.

ORGANIZATION.—The Division is organized into four operating Bureaus and three technical units along functional lines all of which operate through the nine fish, game, and forest regions. The Division is headed by an assistant commissioner, appointed by and responsible to the commissioner of conservation under the State civil service system. The Bureaus and units are: (1) the Bureau of Law Enforcement; (2) Bureau of Fish; (3) Bureau of Game; (4) Bureau of Marine Fisheries; (5) the Aerial Surveys Unit; (6) Technical Publications Unit; and (7) Engineering Unit.

The Bureau of Fish, under a chief, is organized into: (1) propagation section; (2) management section; (3) research section; and (4) the commercial licenses unit.

The Bureau of Game, also under a chief, is divided into: (1) game propagation section; (2) game management section; and (3) the game research section.

PROGRAMS AND ACTIVITIES.—The Division issues hunting and fishing licenses (more than 1,500,000 licenses sold in 1957 as compared with 500,000 in 1940), establishes the seasons for hunting and fishing, sets bag limits, and enforces the laws and regulations pertaining to these activities. The Division also operates game farms, fish hatcheries, and game management areas. As a public service, the Division acquires public fishing rights on streams, constructs boat-launching sites, and operates a number of public hunting areas. It also supervises commercial fishing operations.

The Division cooperates with a number of organized sportsman and conservationist groups in establishing seasons, bag limits, and other regulations. Of particular interest is the State's Fish and Wildlife Act of 1958 which authorizes cooperation between the Division and private landowners in the development of fish and wildlife management on private property. In return for a landowner's agreement to provide public hunting and fishing opportunities on portions of his property and to adopt approved fish and wildlife management practices, the State provides specific benefits, including stocking, protective patrol, etc.

Finally, the Division has taken an active part in planning for the expansion of its fish and wildlife resources as a part of the 15-year plan financed in 1960 with the \$75 million bond issue (discussed above).

Division of water resources

AUTHORITY.—The Division of Water Resources is an administrative unit within the Conservation Department. It does not have administrative duties directly related to outdoor recreation programs, although its water resource planning work is tied in closely with the programs and objectives of other operating divisions within the Department.

It has two primary functions. The oldest has to do with the allocation of the State's water supply to the various municipalities, the licensing of water-power sites, the regulation of wells on Long Island, and the establishment of drainage, river regulating, and river improvement districts.

The second is a new function established by recent legislation and has to do with the planning of water resource development on a local, regional, and statewide basis.

ORGANIZATION.—Various water resource responsibilities which were formerly scattered among a number of State agencies have, by very recent legislation, been largely centralized under the broad jurisdiction of a Water Resources Commission.

This Commission consists of the commissioner of conservation as chairman, the commissioner of agriculture and markets, the commissioner of health, the commissioner of commerce, the superintendent of public works, and the attorney general.

This Commission has a number of important quasi-judicial functions and its work in the field of water supply, water resource planning, flood control, river regulation, and pollution abatement and control is carried out by the various departments whose heads constitute the Commission.

Division of motor boats

AUTHORITY.—The Division of Motor Boats, the most recent addition to the Department of Conservation, was established to administer all laws and regulations pertaining to the operation and use of motorboats on the lakes and waterways of the State, under the terms of Federal legislation (Bonner Act). In New York, enforcement of the motorboat laws and regulations is carried on by counties, with which this Division cooperates in a grants-in-aid program.

ORGANIZATION.—The Division, headed by a director, appointed by and responsible to the commissioner of conservation under the State civil service system, consists of two Bureaus: (1) the Registration Bureau; and (2) the Marine Services Bureau. The Division operates on revenue in the motorboat regulation fund, which comes from the sale of boating permits.

PROGRAMS AND ACTIVITIES.—The Division was established in 1959 and immediately began plans to enforce the State's motorboat registration laws. Besides making regulations and cooperating with county officials in the enforcement of regulations, the Division has launched a public relations program designed to provide instruction in the safe use of motorboats and to acquaint the public with the nature of its activities. In addition to its registration and

public relations programs, the Division issues permits for navigation aids, licenses certain types of commercial vessels, and operates certain navigation works.

Division of conservation education

AUTHORITY.—The Division of Conservation Education was established by administrative action in 1946. It provides both line and staff services.

The Division operates four boys' conservation education camps. It conducts a hunter training program on a statewide basis, with the cooperation of 3,000 certified volunteer instructors, who train annually 50,000 first licensees in firearm safety, together with indoctrination in proper landowner-sportsmen relations; it circulates news releases on the day-to-day activities of the Department; it operates a printshop which prepares information on conservation for the public; it produces motion pictures and operates a film-loan library.

It publishes "The New York State Conservationist" magazine, conducts exhibits, and supplies speakers for radio, TV, and civic meetings.

It is responsible for the general public relations activities of the Department.

ORGANIZATION.—The Division is headed by a director appointed by and responsible to the commissioner of conservation under the State civil service system.

Commissions Within the Conservation Department

INTERSTATE OIL COMPACT COMMISSION.—An interstate compact to conserve oil and gas established by chapter 501, laws of 1941.

Each State joining in the compact appoints one representative to the Interstate Oil Compact Commission, which has the power to recommend the coordination of the exercise of the police powers of the several States within their several jurisdictions to promote the maximum ultimate recovery of oil and gas.

GREAT LAKES COMMISSION (INTERSTATE COMPACT).—The Commission is composed of not less than three commissioners nor more than five commissioners from each party State.

The Commission shall exercise its powers and perform its functions in respect to the Great Lakes Basin.

Purposes of the compact are: to promote the orderly, integrated, and comprehensive development, use, and conservation of the water resources of the Great Lakes Basin; to plan for the welfare and development of the water resources of the basin as a whole as well as for those portions of the basin which may

have problems of special concern; to make it possible for the States of the basin and their people to derive the maximum benefit from utilization of public works, in the form of navigational aids or otherwise, which may exist or which may be constructed from time to time; to advise in securing and maintaining a proper balance among industrial, commercial, agricultural, water supply, residential, recreational, and other legitimate uses of the water resources of the basin; to establish and maintain an intergovernmental agency to the end that the purposes of this compact may be accomplished more effectively. The Commission's powers are limited to study and recommendations.

ATLANTIC STATES MARINE FISHERIES COMMISSION.—An interstate Commission established by chapter 500, laws of 1941, to promote the conservation of fishery resources of the North Atlantic, Middle Atlantic, Chesapeake Bay, and South Atlantic areas.

NORTHEASTERN FOREST FIRE PROTECTION COMMISSION.—An interstate Commission established by chapter 744, laws of 1949, to provide mutual assistance in the prevention and control of forest fires in the northeastern area. Compacting States to date are: Connecticut, Maine, Massachusetts, New Hampshire, New York, Rhode Island, and Vermont.

Other Agencies

DEPARTMENT OF HEALTH.—The Water Pollution Control Board of the Department of Health is responsible for administering a comprehensive water pollution control program. The Board is composed of the heads of the Departments of Health, Conservation, Agriculture and Markets, Commerce, and Public Works, or their designated deputies. The Board has considerable statutory authority, including the power to issue orders to cease polluting waters and to take corrective action, after notice and hearing. All Board orders are subject to review by the courts.

DEPARTMENT OF PUBLIC WORKS.—The superintendent of public works is authorized to construct erosion control works on lands, and lands underwater, owned by political subdivisions of the State (title up to high watermark is vested in the State), provided the cost is shared by local governments. The Long Island Park Commission also has responsibilities related to erosion control on its shoreline properties.

DEPARTMENT OF EDUCATION.—The Department of Education does research for, establishes, and manages sites and areas of historic interest in the State of New York.

NORTH CAROLINA

The principal agencies involved in administering outdoor recreation in North Carolina are the Wildlife Resources Commission and the Division of State Parks of the Department of Conservation and Development. Other agencies have responsibilities of a rather restricted character in the field of recreation: the John H. Kerr Reservoir Development Commission; the North Carolina State Highway and Public Works Commission; the Historical Sites Commission; the Department of Archives and History; and the National Park, Parkway, and Forests Development Commission. The Department of Water Resources and the advertising division of the Department of Conservation and Development perform functions which are of significance for recreation, though not directly concerned with it. Finally, the North Carolina Recreation Commission, a State body established in 1945, serves as a research and advisory body for local governments and private groups. It assists communities, both urban and rural, in the planning and financing of recreation programs, and trains and places professional recreation workers.

Wildlife Resources Commission

AUTHORITY.—The Commission was established in 1947 to replace the Division of Game and Inland Fisheries of the Department of Conservation and Development.

Its authority includes determining and enforcing seasons and quantities in which wildlife, fur-bearing animals, and fish may be taken and establishing and managing wildlife refuges and hunting and fishing areas on public lands and waters, and, with the owner's consent, on private lands and waters. In general, its objectives are to protect, preserve, and restore the State's game and fish, and to administer the recreation programs concerned with wildlife.

ORGANIZATION.—The nine members of the Commission are appointed by the Governor from each of the nine districts of the State. At least one member must be a woman and one a Negro. They establish policy, but have no operating responsibilities. Supervision of operations is under the executive director and the assistant director, who supervise the six Divisions of the Commission. The six Divisions operating under the supervision of the executive director are: (1) Wildlife Protection; (2) Education; (3) Game; (4) Fish; (5) Engineering; and (6) Finance and Personnel. Responsible to the Governor only, who may remove any member for cause, the Commission is required by statute to submit to him a biennial report. The Governor fixes the salary of the executive director with the approval of the commissioners.

The Commission receives no appropriations from the State. Funds for carrying out its work are derived from the sale of hunting and fishing licenses and from Federal grants. Under the States general statutes, 50 cents of each license sold is earmarked

for the purpose of acquiring and developing lands and waters, matching Federal funds, and expanding the work of law enforcement and public education.

PROGRAMS AND ACTIVITIES.—The Wildlife Resources Commission cooperates with the U.S. Fish and Wildlife Service in fish and game research and restoration projects. The Commission plans the projects and gets approval from the Fish and Wildlife Service, which in turn pays three-fourths of the cost of each project. The Commission has a lease for research and management in the 50,000-acre Mattamuskeet Lake owned by the Fish and Wildlife Service. It maintains 13 wildlife management areas in U.S. Forest Service lands, in which it not only conducts research and management but also enforces game and fish laws. A cooperative agreement has been made with the National Park Service for management and enforcement jurisdiction in the Blue Ridge Parkway within North Carolina.

Furthermore, the Commission advises personnel of the Parks Division of the Department of Conservation and Development on technical problems in fish and game management in State parks and lakes, and furnishes fish and game for restocking these areas. One Wildlife Resources commissioner serves on the John H. Kerr Reservoir Development Commission, and the two commissions cooperate with the Corps of Engineers in management of the land and water resources within the area and enforcement and restocking operations.

The agency presently has plans that extend into the next 5 to 8 years. These include acquisition of land over the next 8 years, several developmental deer areas which will not be hunted for the next 5 years, and plans for stocking fish for the next 6 years. Research plans on fish and game are generally on a 5-year basis. Timber management in wildlife management areas is scheduled on a 10-year program, and cover crops for wildlife habitat are planned on a 5-year basis.

Department of Conservation and Development

AUTHORITY.—The Department of Conservation and Development was created in 1925 by the general assembly. The Department's jurisdiction extends to public lands operated as State parks, to lakes lying within State parks or designated as State lakes, State forests, mineral resources, and commercial fisheries; State advertising; community planning and geodetic survey.

ORGANIZATION.—The Department is headed by a board of 28 members appointed by the Governor for 6-year staggered terms. There are no ex officio members. The Governor also appoints the director who serves at the pleasure of the Governor. There are eight divisions with the outdoor recreation administrative function concentrated in the Division of

State Parks. The Department is financed by appropriations, Federal grants, and revenues from concessions.

Division of state parks

AUTHORITY.—The Division was established in 1948. Its basic objectives are to preserve and protect natural areas of unique or exceptional scenic value, to establish and maintain State parks that provide recreation use of natural resources and outdoor recreation in natural surrounding, and to preserve the historical and scientific sites of the State.

ORGANIZATION.—The Superintendent of State Parks heads the Division, aided by an assistant superintendent. The superintendent is responsible to the director of the Department. The work of the Division is organized into nine major activities: (1) operation for public use; (2) maintenance; (3) interpretive and public use programs; (4) protection and law enforcement; (5) business management; (6) information and education; (7) personnel administration; (8) planning, development, and construction; and (9) cooperation with and services to other agencies.

PROGRAMS AND ACTIVITIES.—The Parks Division has an established and accepted policy of preserving and protecting park natural features which is supported by the Department. As of June 30, 1960, the State park system embraced 19,171 acres of land and 17,396 acres of water.

Other Agencies

JOHN H. KERR RESERVOIR DEVELOPMENT COMMISSION.—This Commission was established by legislative act in 1951.

It was originally an advisory body to the Department of Conservation and Development and the Wildlife Resources Commission on development of the resources of the Federal Buggs Island Dam and Reservoir. The name was changed in 1953 to the John H. Kerr Reservoir Development Commission when Congress renamed the project in honor of Representative John H. Kerr. The authority and objective of the Commission was also changed to include responsibility for recreation administration for the 5,870-acre Nutbush Conservation Area on the reservoir lands.

The jurisdiction of the Commission includes studying the recreation needs of the reservoir area in cooperation with Federal, Virginia, and North Carolina officials and with interested private individuals, and developing recreation areas, subject to the approval of the Norfolk district engineer.

The Commission has established nine recreation areas within North Carolina (the Kerr Dam and the majority of the reservoir areas are located in Virginia.) Total facilities include: eight public boat-launching sites, three boat and motor rentals, two restaurants and snack bars, one overnight cabin area, five tent and trailer camping areas, eight picnic areas, and seven bathing beaches. Six marina concessions, offering marina services, rental cottages, restaurants, and trailer parks, are provided through commercial lease with private operators.

STATE HIGHWAY AND PUBLIC WORKS COMMISSION.—This Commission operates a system of 15 roadside parks and approximately 400 picnic areas along the highways of the State. The roadside parks, which average about 3 acres in size, provide off-road parking, protected drinking water supply, modern toilet facilities, and picnic tables and fireplaces. In addition, there were, in 1959, 19 new roadside parks under some stage of construction on the new interstate system. All of the picnic areas have tables and refuse containers and some have fireplaces.

HISTORICAL SITES COMMISSION AND THE DEPARTMENT OF ARCHIVES AND HISTORY.—The Commission and Department cooperate in preserving and marking the historical sites in the State. The Commission is an advisory body; the Department of Archives and History furnishes the markers for the sites. In cooperation with the State Highway Commission, over 800 markers have been erected.

NATIONAL PARK, PARKWAY, AND FOREST DEVELOPMENT COMMISSION.—This Commission was established in 1945 to promote the completion and development of North Carolina's part of the Great Smoky Mountains National Park, and the Nantahala and Pisgah national forests. The Commission is advisory only.

DEPARTMENT OF WATER RESOURCES.—This Department, established in 1959, is concerned with the protection and development of water resources. The Department administers research programs to maintain an accurate inventory of water resources from the standpoint of both quantity and quality.

ADVERTISING DIVISION.—This division of the Department of Conservation and Development publicizes recreation facilities.

RECREATION COMMISSION.—This Commission, as previously described, assists local governments in developing recreation programs.

NORTH DAKOTA

The principal agency for outdoor recreation in North Dakota is the State Game and Fish Department. The State Historical Society and the State Highway Department as well as the Water Conservation Commission, have administrative responsibilities which involve them peripherally in this field.

State Game and Fish Department

AUTHORITY.—The present Department was established in 1931. The commissioner has the power to acquire by purchase, lease, or condemnation any real estate necessary to fulfill the responsibilities of the agency. The Department has police powers for the enforcement of all laws and regulations of the State relating to game birds, game animals, fish, and other wildlife, including the inspection of all premises used for the purpose of propagating and domesticating protected game birds or protected animals.

The Department is responsible for managing State hatcheries, game farms, and refuges; enforcing game laws; regulating boats on public waters; controlling importation into and exportation from the State of all wildlife; licensing commercial raisers of wildlife; carrying out research; publishing educational material; and, in general, managing all matters pertaining to wild birds, animals, and fish.

ORGANIZATION.—The Department is headed by a commissioner who is appointed by the Governor for a 2-year term and is subject to removal by him for cause. The commissioner is assisted by a deputy commissioner and the heads of six Divisions. The six functional Divisions are: (1) Administrative; (2) Information and Education; (3) Enforcement; (4) Game Management; (5) Land Management; and (6) Fish Management.

The administrative committee is the policymaking body for the agency and is composed of the commissioner, the deputy commissioner, and the Division heads.

The Sportsman's Advisory Committee, composed of representatives of various sportsmen's organizations, meets with the administrative committee for consultation purposes.

The Department is financed by revenue from licenses and permits, Federal grants-in-aid, magazine subscriptions, sale of seizures, interest on certificates, and commercial sales.

PROGRAMS AND ACTIVITIES.—The Information and Education Division publicizes the outdoor recreation facilities available in the State, informs the public about the State through the publication of "North Dakota Outdoors" and by other educational and informational programs (pamphlets, technical bulletins), and attempts to bring about better support and cooperation from the people of the State. The Enforcement Division sees to it that game laws are obeyed, and also carries on a preventive campaign by school visits, youth meetings, conduct of courses for hunting

and water safety, holding clinics, etc. The Game Management Division carries on a winter cover program (planting trees and assisting in private plantings, for which it furnishes stock), studies and reports on habitat, takes a game census, etc. It also conducts research on upland game, waterfowl, big game and fur-bearers. There is one full-time research man working on diseases of game species. The Land Management Division has charge of all properties administered by the Department, including maintenance and construction, purchasing of supplies and equipment, posting of signs, operation of game farms, leasing, etc. The Fish Management Division concerns itself with propagation of fish, research, and the stocking of lakes. There are 57 game management areas in North Dakota. These include six areas leased from the Corps of Engineers, two from the Bureau of Reclamation, and one from a private coal company. The remaining 48 areas are owned by the Game and Fish Department. These areas may be opened or closed to hunting at the pleasure of the commissioner. At the present time, only two areas are closed to hunting. Fish hatcheries and easement refuges account for the other properties managed by the Game and Fish Department.

The Department cooperates with Federal and State agencies, and with private sportsmen's groups. It has informal, but effective, relationships with city and county governing bodies, with school officials, and with county agricultural agents.

There is no formal future planning, although there are 10-year projections in federally aided fields, such as water-resource development, research, and wildlife restoration. The Department plans to ask for additional authority for the construction and usage development of new dams and for the authority to expend money to raise the level of present dams so as to provide additional water recreation facilities.

The Department maintains few facilities for recreation. It plans primarily for the technical aspects of its function, i.e., to introduce, develop, protect, and maintain more game and fish so that it will be available for fishermen and hunters, and to construct, develop, and maintain dams both for fish and to make water facilities available.

Other Agencies

The State Historical Society was organized as a State corporation in 1895 to preserve the history of the State. In 1935, it was authorized to acquire lands for and supervise historic sites, State parks, and recreation resorts. In the same year, the State accepted jurisdiction of the International Peace Garden and authorized the Society, as agent of the State, to act as trustee and supervise the North Dakota section. The State Park Committee, a subdivision of the Society, has acquired and constructed 4 State parks, 6 recreation areas, 45 historic sites, and 5 archeological sites. Maintenance of these areas is presently the major work of the committee.

STATE HIGHWAY DEPARTMENT.—This Department was authorized in 1957 to institute, under its Traffic Service Office, a program to erect highway rest areas and roadside tables. Three roadside rest areas and 18 table areas with an estimated 45 tables have been constructed. A 5-year plan for the 1960-1964 period has been set up by the Traffic Service for 14 additional rest areas and 13 new roadside tables.

WATER CONSERVATION COMMISSION.—This Commission was created in 1937. Its powers include the abatement of stream pollution and the restoration and stabilization of water areas for recreation and wildlife conservation. With regard to its goals of water for

recreation and game and fish life, the Commission increases recreation opportunities through many water-resource development projects. Fresh-water lakes exist in areas that were once devoid of these facilities. Many other alkali lakes will be converted to fresh-water lakes as the Commission's water-resource development programs develop. WCC personnel act as the technicians in the planning, construction, and maintenance of the water projects which the Game and Fish Department has under its administrative supervision. The WCC also helps the Game and Fish Department and local recreation associations by financing part of the construction costs of small, multiple-purpose dams.

The principal agency responsible for outdoor recreation is the Department of Natural Resources. The Department cooperates with other State agencies peripherally involved in recreation activities, with a number of Federal agencies, with local governments, and with private organizations.

Department of Natural Resources

AUTHORITY.—The Department was established in 1949 to bring in, as Divisions, the various State agencies engaged in conservation of natural resources. It provides for the correlation of the work and activities of all the Divisions within the Department. The 1949 act also created a Natural Resources Commission.

ORGANIZATION.—The Department is headed by a director, appointed by the Governor, with the consent of the senate, for a 6-year term. The director is charged with formulating, determining, and instituting all of the programs of the Department, except where otherwise expressly provided. He is further charged with correlating and coordinating the work and activities of the Divisions within his Department. His policymaking authority, however, is merged with two policymaking Boards: the Natural Resources Commission and the Wildlife Council.

The Natural Resources Commission exercises no administrative function, but may advise with, and recommend to, the director of Natural Resources plans and programs for management, development, utilization, and conservation of the natural resources of the State; advise with, and recommend to, the director as to methods of coordinating the work of the Division of the Department; consider and make recommendations upon any matter which the director may submit to them; and submit to the Governor, biennially, recommendations for amendments to the conservation laws of the State.

The Commission consists of nine members, seven of whom are appointed by the Governor with the consent of the senate. The other two are ex officio: the dean of the College of Agriculture of Ohio State University, and the director of the Department of Natural Resources.

The Wildlife Council operates within the Division of Wildlife. In contrast to the Natural Resources Commission, this body is charged by statute with responsibility for both policy and execution, but in practice it is the director who exercises predominance in these matters—through his vote in the council, through the chief of the Wildlife Division who in the chain of command is answerable to him, and through his control of expenditures. The council is a bipartisan group of nine, eight of whom are appointed for 8-year terms by the Governor with the consent of the senate. The director of the Department of Natural Resources is, ex officio, a voting member of the Council.

All departmental employees are under civil service. In 1960, of the 1,200 employees in the Department, 700 were assigned to the Divisions of Parks and Wildlife.

PROGRAMS AND ACTIVITIES.—Each Division of the Department is required to have a 6-year plan for land acquisition, construction of new facilities, etc.

In addition, each Department within the State administrative structure is required to lay out, in a "capital plan survey," a similar 6-year program in order to guide the legislature in scheduling appropriations.

Three Divisions in the Department are directly concerned with recreation: Parks, Wildlife, and Watercraft. Two Divisions have responsibilities of indirect interest for recreation: Forestry and Reclamation. Three Divisions provide services to the functional or program Divisions: Geological Survey, responsible for location, mapping, and analyzing mineral resources; Lands and Soil, concerned with soil inventory and analysis, drainage problems, and aid to Soil Conservation Districts; and Water, charged with maintaining a water supply inventory and discovering new sources. There are, in addition, three administrative sections: accounting and budgeting, real estate, and information and education. The office of chief engineer was established by law in 1961.

Division of parks

AUTHORITY.—The Division was created in 1949. It has the authority to create, supervise, operate, protect, and maintain a system of State parks and to promote their use by the public. The division has the power to make alterations and improvements; to construct and maintain dikes, wharves, landing, docks, dams, and other works; and to construct and maintain such roads and drives in, around, upon, and to such lands and waters, as shall make them conveniently accessible and useful to the public.

The legislature has provided by statute that plans for park land acquisition be open to general public inspection. The chief of the Division of Parks prepares and submits to the director of Natural Resources, maps and descriptions of the areas of lands and waters which he intends to designate as State park purchase areas. These are filed with the auditor and the attorney general of the State.

ORGANIZATION.—The Division is headed by a chief. He determines, with the approval of the director of Natural Resources, the policies and programs for the Division. He is the agent of the State in selling State lands no longer deemed appropriate for park purposes, provided such sale is approved by the director and the Natural Resources Commission.

The Division carries on its work through three subdivisions: (1) Fiscal; (2) Operations; and (3) Development. The Operations Bureau functions through district field organizations.

The funds from the rentals of State lands, boat and motor licenses, dock licenses, concession fees, etc., are credited to the State park rotary fund. This fund may be used for the administration, operation, maintenance, development, and utilization of lands and waters, and for facilities and equipment administered by the Division of Parks; or for the further purchase of lands and waters by the State for park and recreation purposes. The Division's share of the 1959 departmental operating budget of \$17 million was \$5,335,000.

PROGRAMS AND ACTIVITIES.—The Parks Division operates approximately 86,000 acres of land and water, representing 54 State park areas (including 37 beaches and boating facilities), 2 beach parks, and 1 canalway on the Maumee River. It also operates a lake patrol on 36 lakes with a combined water area of 46,699 acres, furnishes life-guards for 39 bathing beaches within its jurisdiction, maintains a system of housekeeping cabins and dining lodges at the large parks, and conducts dredging operations to maintain existing lake properties and to create new facilities. The number of visitors at the parks in 1959 was estimated at 15,260,098, as compared with 300,000 in 1950.

The Division of Parks in cooperation with the Divisions of Forestry, Wildlife, and Water are working on two major developments. The Hocking Regional Master Plan proposal contemplates the acquisition of 17,652 acres to be added to 8,756 acres presently held by the Division of Forestry. The Division of Parks is in the process of acquiring 808 acres for the first phase of this development. The Roosevelt-Shawnee Area of 56,000 acres of State-owned land overlooking the Ohio River, is being programmed for major development. Lands for Salt Fork Creek, a project of 18,000 acres, are being acquired, with construction scheduled to start in the spring of 1961. This will create a water impoundment with 71 miles of shoreline and 3,000 surface acres of water.

More emphasis is being placed on development of camping areas and individual campsites. At present, 33 percent of all capital improvement funds are being spent for camping activities which represent less than 3 percent of the State's total visitor load. As of September 1, 1960, there were 2,035 campsites available for use. In addition, 75 new sites are now under construction; plans and specifications are complete for another 163 sites. Consultants have been retained for preparation of plans and specifications for an additional 625 sites to be under construction by the spring of 1961.

The Division of Parks publishes "Buckeye," a quarterly newsletter. It also publishes State park brochures and individual area brochures.

Division of wildlife

AUTHORITY.—The Division was created in 1949, as was the Wildlife Council discussed earlier. This

Council has the authority to acquire by gift, lease, purchase, or otherwise, lands, or surface rights upon lands and waters, for wild animals, fish or game management, preservation, propagation and protection, outdoor and nature activities, public fishing and hunting grounds, and flora and fauna preservation. It also has the authority to make rules and regulations with respect to recreation activities and for the government and use of such lands, waters, and property.

ORGANIZATION.—The Division of Wildlife consists of a Wildlife Council, a chief of the Division of Wildlife, and such Bureaus and positions as are provided for by written order of the Council. Two assistant chiefs of the Division are provided for by the Council. The Division chief is the secretary to the Council.

The Division carries on its work through four subdivisions: (1) game management; (2) fish management; (3) law enforcement; and (4) engineering and construction. There are also six district wildlife supervisors who report to the chief of the Division.

Sources of revenue of the Division of Wildlife are: moneys from the sale of hunting and fishing licenses, Federal aid funds which are earmarked for specific fish and game management purposes, fees for miscellaneous licenses and permits, and all fines, penalties, and forfeitures (arising out of violation of wildlife laws). The Division's 1959 budget was \$4,073,534.

PROGRAMS AND ACTIVITIES.—The operational scope of the Wildlife Division includes the following activities: promulgating rules for hunting and fishing and the general management of wildlife; issuing fish and game licenses; maintaining a system of State-owned wildlife preserves that includes public hunting and fishing areas; and, conduct of game and fish surveys and biological and ecological research. The total number of licenses issued in 1960 was 1,505,000.

The Division of Wildlife has made available through ownership, leases, and agreements, public fishing in over 200 lakes and ponds. In addition, fishing is also available in the Ohio area of Lake Erie, Sandusky Bay, Maumee Bay, and in most of Ohio's 15,000 farm ponds and 44,000 miles of streams.

Public hunting and trapping are provided for on about 1/2 million acres of land and impounded waters. Of this, the Division owns 56,896 acres. The remainder is made available for public use through cooperative agreements and leases between the Division of Wildlife and the owner, or administrative agency. A cooperative project is also in effect involving sizable land areas privately owned.

Division of watercraft

AUTHORITY.—This is the newest Division of the Department having been established in 1959, at which time its basic responsibility was the registration of watercraft, and a further task of formulating a body of rules to complement the extant laws dealing with watercraft operation. In 1961, its operations were broadened to include the development of small craft harbors and boating access facilities, which improvements are to be financed in part by the tax

on marine fuel and in part from boat-registration fees. Such facilities will be developed in cooperation with local agencies and subdivisions.

ORGANIZATION.—The Division has no law enforcement section of its own, but cooperates with, and gives counsel to, State wildlife and park officers, conservation district officers, and local sheriffs and police agencies, all of whom are authorized to enforce laws and regulations pertaining to watercraft.

PROGRAMS AND ACTIVITIES.—The Division has registered about 145,000 small craft of all types. Boating opportunities exist on the waters of Lake Erie on the northern edge of the State; on the Ohio River on the southern border, where, incidentally, the U.S. Army Corps of Engineers is designing boat ramps and access facilities in connection with its new system of navigation dams and pools; on inland streams; and on more than 96,000 acres of public lakes.

Division of forestry

AUTHORITY.—This Division has the authority to open to public passage, portions of the State forests for purposes of walking, hiking, camping, hunting, and fishing. It is also charged with the responsibility of protecting forests and meadowlands so that they may serve as "vistas of natural beauty."

ORGANIZATION.—The Division is headed by a chief. He may, with the advice and consent of the director, employ such number of technical and administrative assistants as are necessary.

In 1959, the Division's share of the departmental operating budget of \$17 million was \$1,860,000.

PROGRAMS AND ACTIVITIES.—This Division manages approximately 164,338 acres of forest land in 18 State forests, propagates forest trees in 3 nurseries, and supplies both seeds and seedlings to the State forests, to farmers, and to local small forests (public and private). It furnishes fire protection service for nearly 4 million acres of forest land (public and private), abandoned farmlands, and permanent pasture. It consults with and assists landowners and timber operators in promoting sound forestry practices resulting in greater profits for industries from volume and quality of timber crops.

Division of Reclamation

AUTHORITY.—This Division is primarily concerned with regulating strip (coal) mining. It is further charged with returning "spoil banks" to active farm or forest uses, or to recreation purposes—whichever is deemed most fitting for them.

ORGANIZATION.—The Division is headed by a chief appointed by the Director of Natural Resources. He approves plans for reclamation and certifies completed reclamation performance, thus releasing the coal-mining operator's performance (of reclamation) bond.

PROGRAMS AND ACTIVITIES.—The coal-mining operator must grade the surface so as to reduce peaks and depressions—in order to minimize erosion, and open opportunity for cattle grazing and tree farming; construct earth dams so as to aid in the creation of lakes and points; and plant trees and shrubs wherever revegetation is possible.

Other Agencies

DEPARTMENT OF HIGHWAYS.—This Department maintains a system of roadside parks. The program of constructing these roadside rests began in 1935. To date, there are 292 of these areas ranging from 1 acre to 14 acres. Fourteen of these parks have been constructed along the new Interstate Highway System. Average size is 1 1/2 acres and the parks are equipped with water, toilet facilities, picnic tables, fireplaces, travel information, and a shelter house.

DEPARTMENT OF INDUSTRIAL AND ECONOMIC DEVELOPMENT.—This Department was established in 1959. Its field of activities includes recreation, historical, agricultural, and tourist promotion and long-range planning for the State. The Division of Travel and Recreation is charged with promoting the whole State of Ohio, with special emphasis on recreation and tourist attractions.

DEPARTMENT OF HEALTH.—This Department inspects water sources, food handling facilities, etc., within the State parks system. It provides safe drinking water, sanitation facilities, and control of insects at all State parks.

DEPARTMENT OF CORRECTION.—This Department cooperates with the Department of Natural Resources in maintaining a system of honor camps, where reforestation work, trailmarking, and park improvement are done by inmates. Also, the prison woodworking shops are used to manufacture park signs and trail markers.

DEPARTMENT OF PUBLIC WORKS.—The Department of Natural Resources cooperates with this Department in the construction of powerboating facilities on its reservoirs.

AGRICULTURE EXPERIMENT STATION and the DEPARTMENT OF BIOLOGY, OHIO STATE UNIVERSITY.—The Department of Natural Resources cooperates with these two groups in planning and maintaining forest nurseries, and school and community forests.

OHIO HISTORICAL SOCIETY.—The Society administers archeological and natural history sites, historical sites and monuments, and historic houses and museums. It cooperates with the Department of Natural Resources in maintaining Cedar Swamp, the last arbor vitae bog in Ohio and in the preservation of burial mounds and ceremonial sites of prehistoric Indians.

MUSKINGUM CONSERVANCY DISTRICT.—The Department of Natural Resources cooperates with this conservancy district on vacation cabins and cabin-lease sites and with other local conservancy districts on tent-campsites, swimming areas in conservancy

district lakes and ponds, hunting and fishing areas, and powerboat facilities on conservancy district waters. Local conservancy districts maintain forests in 14 areas.

OKLAHOMA

The principal agencies concerned with outdoor recreation in Oklahoma are the Oklahoma Planning and Resources Board and the Oklahoma Wildlife Conservation Commission. The Grand River Dam Authority and the State Highway Department have responsibilities which involve them peripherally in the field of recreation.

Oklahoma Planning and Resources Board

AUTHORITY.—The Board was established in 1937. It is in charge of State parks and publicizing outdoor recreation. The Board has authority to acquire, maintain, and control State parks, and to operate, rent, or lease any or all concessions, cottages, buildings, etc., on these lands. It also administers the State boat registration law.

ORGANIZATION.—The Governor appoints the 11 members of the Oklahoma Planning and Resources Board, as well as the chairman, vice chairman, and secretary. The chairman acts as the Board's administrative officer and performs such duties as it prescribes. The members are appointed for 8-year staggered terms.

The Board is now authorized by statute to maintain five Divisions and to appoint the director of each Division. The Divisions are: (1) Recreation and Parks; (2) Tourists and Outdoor Recreation; (3) Planning and Administration; (4) Division of Waterways; and (5) "Oklahoma Today" magazine. Presently, five Divisions are operative, with an administrative director over them. There is a planner in the Recreation and Parks Division.

The Board is supported by appropriations and by earmarked revenues from fees and permits.

PROGRAMS AND ACTIVITIES.—The Board has under its jurisdiction 16 parks, 12 recreation areas, and 8 monuments and memorials. The Board operates three lodges and leases two lodges. Personnel of the Recreation and Parks Division offer consultative services to local governments in the development of recreation facilities and parks. The Board is responsible for editing and publishing the magazine "Oklahoma Today." Other publications include "Vacation Adventureland" and individual park folders and other informative publications. Master plans are kept for the development of individual parks and areas. Normally, such plans will cover an anticipated 5-year period of development, although, for a number of larger park developments, such as Lake Texoma, the plan extends for a 10-year period. The master plans for individual parks within the State park system are revised periodically.

Wildlife Conservation Commission

AUTHORITY.—The Commission was formerly the Game and Fish Department and was established in 1956. The statutory functions of the Commission

include acquiring land and establishing and operating game refuges, propagation areas or stations, public hunting areas, public fishing areas, game management areas, and fish hatcheries. It is also authorized to prescribe rules and regulations for licenses and to open and regulate seasons on wildlife and game. It is required to publicize and encourage conservation and love of wildlife and outdoor recreation.

ORGANIZATION.—The Wildlife Conservation Commission has eight members, appointed from each of the old eight congressional districts by the Governor with the advice and consent of the senate. The Department of Wildlife Conservation is administered by a Wildlife Conservation director under rules, regulations, and policies prescribed by the Commission. The director is selected by a majority vote of the entire Commission and is removable for cause after public hearing by the Commission. Under the director and accountable to him, are five functional Divisions: (1) Fiscal; (2) Game Management and Federal Aid; (3) Law Enforcement; (4) Fisheries; and (5) Information and Education.

The Commission is required to make quarterly reports to the Governor concerning the activities and plans of the Department and at least once a year must give him an inventory of all property and equipment.

The Commission and the Department operate on revenue derived from the sale of licenses and permits, Federal aid, fines, magazine subscription fees, and miscellaneous collections. The appropriations received from the legislature are for predator control expended by the U.S. Fish and Wildlife Service.

PROGRAMS AND ACTIVITIES.—The Divisions of Fisheries and Game Management are directly concerned with administering outdoor recreation. The former maintains 5 fish hatcheries of 1,565 acres. The latter controls one 95-acre game farm at El Reno, Okla., from which game birds are distributed by the Department truck to sportmen's groups throughout the State. In addition, this Division maintains over 400,000 acres of land for game management, refuges, and public hunting.

Lake and stream management is undertaken by four regional fisheries biologists. Each field biologist analyzes the management needs of his district and evaluates the effectiveness of methods used. Biologists advise and direct lake and pond owners on the most productive methods of lake maintenance and rejuvenation.

The Information and Education Division educates the public, particularly the youth, in wildlife and natural resources conservation.

The Fiscal Division issues all licenses and permits.

A biennial report of the Department is published as well as "Oklahoma Wildlife" and printed materials, folders, leaflets, newsletters, maps, etc.

Other Agencies

STATE HIGHWAY DEPARTMENT.—The Department is authorized to maintain access roads to State and National parks. It maintains roads within State parks, and also constructs and maintains roadside parks within the State.

GRAND RIVER DAM AUTHORITY.—This Authority's primary purpose is to produce hydroelectric power. Incidental to this function is outdoor recreation on Grand Lake. The Authority cooperated with the Planning and Resources Board in the establishment of recreation areas on Grand Lake. Many of the

recreation developments on Grand Lake are those of private corporations. The Authority itself is establishing a recreation area for its own employees on Grand Lake. A publication, "Grand Lake of the Cherokees in Northwest Oklahoma," advertises privately owned recreation and tourist facilities on the lake and is issued yearly. The lake area comprises 46,000 acres. The Authority was financed by the sale of revenue bonds, is entirely self-supporting, and does not receive any appropriations from tax moneys collected by the State.

The Oklahoma State Historical Society and the Will Rogers Memorial Commission administer recreation areas also.

OREGON

The administration of State-owned outdoor recreation facilities in Oregon is primarily the concern of the State Parks and Recreation Division of the State Highway Commission and the State Game Commission, but there are a number of other agencies with some involvement in the outdoor recreation picture. In addition, 26 Oregon counties, several cities, and numerous private organizations operate and maintain nonurban public outdoor recreation facilities.

State Highway Commission

AUTHORITY.—The Commission's basic park authority was created in 1925. The legislature authorized the State Highway Commission to acquire by purchase, agreement, gift, or by the exercise of the power of eminent domain, lands or property for the culture of trees and the preservation of scenic places adjacent to and in close proximity to State highways, for parks, parking places, campsites, public squares, and recreation grounds. It also authorized the Commission to improve, maintain, and supervise the same and to expend State highway funds for such purposes. The Commission has complete jurisdiction and authority over all State parks, waysides, and roadside rest areas, and can enter into lease and easement arrangements.

ORGANIZATION.—The Highway Commission is composed of three members who are appointed by the Governor.

PROGRAMS AND ACTIVITIES.—The Highway Commission acquires lands for park purposes. These areas "should have some scenic or recreation value, or other attractions, which will contribute to the general welfare and pleasure of the public; typical growths of trees native to the State are to be acquired and protected, as well as shrubs and flowers; and provisions should be made to provide public ways to the rivers and sea beaches of the State."

The ownership of nearly all of Oregon's ocean beaches below ordinary high tide is in the hands of the State. Through the years, the State Highway Department has established a chain of campsites and recreation facilities along the Pacific shore, as well as in other areas throughout the State. The ocean shore parks, spaced about 10 miles apart, provide facilities for swimming, sunbathing, picnicking, camping, hiking, and fishing. Parks in other areas offer similar facilities.

Oregon's Pacific Coast Highway closely parallels the ocean for the entire length of the State's 312 miles of shoreline. Oregon is the only coastal State that has reserved its beaches for public use.

Until 1950, the emphasis of the Highway Commission was upon acquisition of suitable lands for parks and waysides. After 1950, emphasis in policy shifted to development, with due consideration for acquisition to meet future needs.

In addition to "complete jurisdiction and authority over all State Parks, recreation grounds, or places acquired by the State for recreation purposes," the Commission has broad authority to acquire, develop, improve, and preserve properties for parks, campsites, forest preserves, and other recreation purposes.

The 1959 Oregon Legislature charged the Commission with broad responsibility to study all aspects of the recreation picture in the State, and to cooperate with local public authorities and private groups in surveying, developing, and coordinating recreation facilities and programs.

The Highway Commission has authorized the expenditure of \$65,000 for a statewide study of the non-urban park and recreation resources. The study is being carried out by the Advanced Studies Unit of the State Parks and Recreation Division with the assistance of an advisory council, appointed by the Governor, representing 12 Federal, State, and county agencies having major responsibilities for park and recreation activities in Oregon. The purpose of the study is to fully analyze recreation needs, to determine the recreation resources available in the State, and to establish policies and methods to insure that these needs are met. The data developed will be used for guidance of the State park program through 1975. The study is also planned to define responsibilities and bring about maximum cooperation between all agencies at every level of government.

State parks and recreation division

AUTHORITY.—In 1947, the Highway Commission was given authority to establish a State Parks Division and to make rules and regulations governing the use and administration of State parks. In 1959, the legislature changed the name of the State Parks Division to State Parks and Recreation Division. The jurisdiction to the Division relates to four main types of activity: the acquisition, the development, the maintenance of lands suitable for park purposes, and making regulations and provisions for the use and administration of these parks. It is responsible for a system of parks which "includes recreation areas, timber preserves, primitive areas, and places of scenic value adjacent to or accessible from the public highways." It has no authority to acquire and restore historical sites. The Division has made it a policy to acquire lands that have statewide rather than local interest, and has left lands near urban or suburban communities to be developed under local responsibility.

ORGANIZATION.—The State parks superintendent heads the Parks and Recreation Division. He is appointed by the Highway Commission and serves at its pleasure. He is aided by a deputy parks superintendent and an assistant superintendent. The Commission also appoints, upon the recommendation of the superintendent, the State recreation director. The State recreation director has responsibility for all

aspects of recreation needs in the State, including conducting studies and surveys to determine the needs of the State and an inventory of existing recreation facilities. The recreation director assists local units of government in their recreation programs, and, in general, is an important element in coordinating and standardizing recreation facilities throughout the State.

The State, for administrative purposes, is divided into five regions. A park supervisor is in charge of each district. The Division contains three sections: (1) The office section, which provides the necessary housekeeping services, including preparation of the budget under the superintendent's direction; (2) the planning section, which studies present and future needs and directs the preparation of plans for the proper development of each area in accordance with the best recreation land use practices; and (3) the field organization, which is headed by the field engineer, whose principal responsibilities are to assist the assistant park superintendent and to oversee the work of the five district supervisors and all field forces engaged in operation, maintenance, and improvement of the State parks.

Funds for State park expenditures come primarily from the State Highway General Fund. The Division does collect some revenues from timber sales, rentals, and leases (about 9 percent of the budget).

PROGRAMS AND ACTIVITIES.—In 1956, a 20-year program for Oregon State parks was announced by the State Parks and Recreation Division. Also, a 5-year program for Oregon State parks was developed in 1956 to cover the period to January 1961. The report of the State Parks Advisory Committee, July 1956, describes the purpose of the 5-year program as "a guide for park procedures in order that the Division may take the necessary steps in advance to insure, insofar as possible, sufficient park areas and facilities to fulfill the needs of the public as they may be required."

The State Parks and Recreation Division cooperates to help build parks in Oregon counties. State park officials help the counties set up their park organization, give advice on planning, share recreation facility plans, and generally encourage park development.

The need for more county parks was recognized by the State Parks Advisory Committee. During 1959 and 1960, the advisory group toured the State and met with county officials. As a result the State Parks and Recreation Division sponsored a county park conference in November 1960, presenting topics such as: land acquisition, site survey, finances, maintenance, design and construction, and recreation site selection. One of the significant outgrowths of the county park conference was the creation of the Oregon County Park Association. The objective of this group is to further facilitate the development of county parks in the State through workshops, conferences, and publications. Twenty-six of Oregon's 36 counties have some type of recreation program.

The Division cooperates with a number of other agencies on projects and problems of mutual interest. Among these agencies are: the State Sanitary Authority, which inspects overnight camps, and assists and

approves plans for sanitary facilities at new park sites; the State Forestry Department, which advises on the planting of trees and on bug and fire control; the State Water Resources Board, the Fish Commission, and the Game Commission, which advise on the use of water resources, fish, and game in State parks; and the Department of Geology and Mineral Industries, which advises with respect to geological features of interest in State parks.

State Game Commission

AUTHORITY.—The Oregon Legislature passed the State's first game law in 1872. A State Board of Fish and Game Commissioners was established in 1911. In 1921 the present Game Commission was established and a separate Fish Commission, for regulating the commercial fisheries and for protecting, propagating, and developing the food fish resources of the State was also set up.

Pursuant to its statutory authority, the Commission: (1) manages the wildlife and game and fish population; (2) maintains, constructs, and operates fish hatcheries, game farms, public hunting and fishing facilities, and related physical properties; (3) issues sport fishing licenses and hunting and trapping licenses; (4) conducts, in cooperation with State sanitary authorities, programs of stream management and pollution abatement; (5) promulgates rules and regulations governing hunting, fishing, and trapping; and, (6) conducts information and educational programs and research studies.

ORGANIZATION.—The Game Commission is appointed by the Governor. The Commission employs the State game director and delegates responsibility for operations to him.

The director employs all personnel and is responsible to the Commission for program execution within policies established by the Commission. There are five major operating or line Divisions: (1) the Game Division; (2) the Fisheries Division; (3) the Information and Education Division; (4) Fiscal Division; and (5) Research Division. There are five regional supervisors who are responsible to both the director and to the operating chiefs.

The Commission receives no direct appropriation from the legislature. It finances its work through revenues from license and permit fees, proceeds from fines for violation of game laws, and miscellaneous revenues from lease payments, sale of confiscated property, and the like. Federal grants also provide a source of income.

PROGRAMS AND ACTIVITIES.—The activities of the Game Commission bring it in contact with many other agencies and groups. With the Fish Commission and the lumber industry, the Game Commission seeks to prevent, and arrange clearance of, log jams in streams that interfere with the spawning of salmon. At both the State and district levels, representatives of the State Sanitary Authority and the Game Commission work closely together on the abatement of stream pollution. The State Game Commission administers management areas, consisting of lands owned or controlled by the Commission for the primary purpose

of improving and maintaining year-round fish and/or game habitat. It administers public shooting grounds for the primary purpose of providing public hunting. These grounds may be operated on and as a part of the program of a management area. Public fishing areas and access to public waters for fishing are also provided by the Commission. Sixteen fish hatcheries propagate game fish species while two game farms are owned for the purpose of propagating upland birds. Controlled lands include those under lease, agreement, recreation withdrawals of public domain, special use permits on Forest Service lands, or surplus Federal military lands conveyed to the Game Commission.

When the creation and development of State parks affects stream access, the Game Commission works closely with the Parks and Recreation Division. Close cooperation with the State Highway Commission and Bureau of Public Roads also is maintained with respect to road construction that affects streams used for salmon spawning, and with respect to stream access.

In Oregon, permits for use of public waters must be obtained from the State engineer. Applications for such permits pass through the Game Commission for screening. When damage to fish or wildlife appears likely, appeal is made to the State engineer to prevent the depletion of fish stocks by irrigation and other projects.

The Game Commission works closely with the State Forestry Department with regard to such problems as research to alleviate deer damage to tree farms, and cooperates with the U.S. Forest Service in reforestation and improvement of game and aquatic habitat. A member of the Game Commission staff works with the State Soil Conservation Committee. Cooperation is maintained on the district level in planning habitat cover and working with individual farmers. The Commission also works with the Soil Conservation Service in the management of private farm ponds.

With respect to migratory birds, the Commission works closely with other Western States and Canadian Provinces through the Pacific Flyway Council and the U.S. Fish and Wildlife Service.

Research activities in wildlife resources and wildlife management are carried on with the cooperation of Oregon State University.

State Committee on Natural Resources

This Committee was established by the legislature in 1951, following its formation on a voluntary basis 2 years earlier. It consists of 12 statutory members in addition to the Governor, who is chairman, including the superintendent of Public Instruction, the State Fisheries director, State forester, State Game director, secretary of the State Sanitary Authority, State engineer, chairman of the State Soil Conservation Committee, superintendent of State parks, Director of Agriculture, chairman of the State Water Resources Board, dean of the School of Agriculture at Oregon State University, and the director of the Department of Geology and Mineral Industries.

Its affairs are managed by an executive secretary, appointed by the Governor. The executive secretary

of the committee serves as State contact officer for ORRRC.

While the Committee has no administrative responsibilities, it does serve as a forum for discussion of various natural resource problems, and essentially serves in a policymaking capacity in many areas of concern to the State at large, particularly in the field of outdoor recreation resources.

It has been active in promoting increased access to public and private lands for recreation purposes, and in analyzing and commenting upon various Federal recreation proposals. To a limited degree, the committee has a status similar to that of an overall department of natural resources.

Appropriations for the operation of the committee are from the State general fund.

Oregon Fish Commission

AUTHORITY.—The Oregon Fish Commission has exclusive jurisdiction over salmon, shad, striped bass, sturgeon, and other fish in areas where such fish may be harvested commercially. In 1961, jurisdiction of the Fish Commission was extended to cover all nonfood and other intertidal marine animals. This was designed to permit the Fish Commission to control the harvesting of such forms as starfish, sea urchins, shore crabs, and other invertebrates to insure their perpetuation for people to enjoy on Oregon beaches. Although it administers and has jurisdiction over the commercial fisheries of the State and the perpetuation of the fish involved, many of its activities relate directly to recreation activities.

ORGANIZATION.—The Fish Commission is appointed by the Governor. The director is appointed by the Commission for a 4-year term and administers the Department which is divided into four Divisions:—(1) Administration; (2) Engineering; (3) Fish Culture; and (4) Research.

The Fish Commission obtains its funds from two major sources, biennial appropriation from the State general fund and annual appropriation from the Federal Government (Fish and Wildlife Service and Army Corps of Engineers). In addition, the Commission may accept gifts for special projects. The Commission does not acquire land for recreation purposes, although many of the activities are beneficial to both sport and commercial fishermen alike. Land is acquired for hatcheries, research buildings, salmon rearing ponds, and other management purposes. The Commission has the power of eminent domain and can also acquire title in all of the usual ways, including gifts. Lease and easement arrangements are common practice.

PROGRAMS AND ACTIVITIES.—The Commission operates hatcheries for the propagation of salmon and steelhead for statewide distribution and harvest by the sport and commercial fisheries. The Engineering Division, in addition to designing and constructing various commission facilities, also improves stream habitat for the production of anadromous fish by such activities as removal of log jams, laddering or improvement of falls, channelization, and other related work. The Research Division

conducts long-range management studies on many species of interest to recreationists, including all forms of shellfish such as crabs and clams, and a variety of marine and fresh-water fish. As a result of these studies, regulations are adopted by Commission action to maintain the resource on a maximum sustained yield basis.

State Department of Forestry

The Department of Forestry in Oregon has two major responsibilities. It is the legally designated regulatory authority to provide forest protection from fire, insects, and disease on about 13 million acres of State, county, municipal, and privately owned lands. In addition, the Department manages 775,000 acres of State-owned forest lands.

ORGANIZATION.—The Department of Forestry is administered by a 14-member Board of Forestry, whose members are individually representative of forestry and other interests throughout the State, and are appointed by the Governor. The Board of Forestry appoints the State forester, who in turn is responsible for the execution of Board policy, and the hiring of all assistants.

The Department of Forestry is financed from timber sale proceeds and user and protection fees.

Because of the fact that many of the lands under the protection or administration of the Department were, until recently, unsuitable for recreation, the Department did not, prior to 1959, concern itself with this aspect of multiple-use management. However, the lands have contributed to the maintenance of water flows and furnished habitat for fish and game.

To insure that other recreation activities, such as camping, picnicking, etc., receive adequate recognition in future management planning, the Board has approved a procedure for classification of forest lands for recreation wherever this is the highest use or where such activity may be carried on in harmony with other uses.

The Department is cooperating with the State Parks and Recreation Division in site selection and in determining development priorities. It is anticipated that the recreation potential of State forest lands will be given increasing attention as this program continues. The Department may acquire lands and easements by eminent domain proceedings and the other usual methods.

Other Agencies

DEPARTMENT OF GEOLOGY AND MINERAL INDUSTRIES.—This Department's principal contribution to the outdoor recreationist is in providing information relative to the State's mineral resources, such as locations of areas where various rocks and semiprecious stones are available. Samples of common minerals and rocks are made available and field trips, mine inspections, and lectures are provided for "rock hounds" and other interested citizens. In addition, the Department advises other State agencies, such as the State Parks Division, on the availability of interesting rock formations or

mineral deposits within their lands. The Department's three-member governing board is appointed by the Governor, subject to approval of the State senate. The board is supported by the State general fund.

STATE WATER RESOURCES BOARD.—This Board was created by the Water Resources Act of 1955. Its initial duty is to develop a comprehensive water-use program for the State, taking into consideration all beneficial uses of water. Such beneficial uses are defined by statute as follows: domestic, municipal, irrigation, power development, industrial, mining, recreation, wildlife, and fish life. The Board's findings and programs are binding upon all other State agencies.

Additional statutes require the Board to encourage maintenance of perennial streamflows sufficient to support aquatic life and minimize pollution, and to give due regard to the planning and development of recreation facilities where water is a factor.

In its programing to date, the Board has had occasion to seek advice and recommendations from all of the State's recreation-oriented agencies; and such advice has been reflected in Board findings.

A five-member board is appointed by the Governor, with the advice and consent of the State senate. The board is supported by the State general fund.

STATE MARINE BOARD.—Created in 1959 following passage of the Federal Boating Act and to enable the State to cope with the tremendous increase in recreation boating, the State Marine Board has the authority to study, plan, and recommend the development of boating facilities and boat access sites which will promote the safety and pleasure of the boating public. The Board registers and licenses all boats over 12 feet in length or powered by motors in excess of 8 hp. It also establishes regulations for boating on waters of the State and has the power to zone areas where conflicting recreation uses of such waters are apparent. In carrying out its responsibilities the Board works closely with many other State and local agencies, including the Parks and Recreation Division and the State Game Commission.

The activities of the Board are financed solely by boat license fees at the present time. Funds in excess of agency needs are made available to the several county governments for use in enforcing boating regulations and law and in promoting development of boating facilities.

The five-member board is appointed by the Governor, and the director executes policy.

STATE ENGINEER.—The State engineer, in addition to his other duties, issues all ground and surface water rights, and serves as engineer to the Water Resources Board. He works closely with the several resource agencies and recreation organizations in assuring maintenance of adequate water resources for the maintenance of aquatic life and recreation. The State engineer is appointed by the Governor, and his office is financed from the State general fund.

SANITARY AUTHORITY.—A division of the State Board of Health, this agency was created in 1938 by a vote of the people and charged with the development of a

program for the abatement and control of air and water pollution. The Authority works closely with many State agencies, including those in the recreation field, in assuring maintenance of adequate supplies of water of such quality as to protect the public health and promote recreation enjoyment. Authority activities include investigation of pollution-caused fish kills and advice to recreation agencies on availability of potable water supplies in various park areas. Members of the Authority are designated by statute, and the membership includes representatives of the Fish and Game Commissions, the State health officer, the State engineer, and three members appointed by the Governor.

The Board of Health and the State Sanitary Authority are financed through a combination of State general fund moneys, license and inspection fees, and Federal grants.

COLUMBIA RIVER GORGE COMMISSION.—This agency was established to preserve, develop, and protect recreation, scenic, and historic areas of the Columbia River Gorge. It has the power to acquire and dispose of land in that area by purchase, exchange, transfer, or gift. It is also able to make expenditures from funds appropriated by the legislature or designated by the Highway Commission for the development, protection, and maintenance of subject lands. It has prepared a comprehensive plan for the protection and administration of the Columbia River Gorge, including proposed zoning regulations and such other features as are felt necessary. The Commission does not administer outdoor recreation as such. Many of the areas which it has acquired have been turned over to either the State Parks Division, the U.S. Forest Service, or county recreation agencies.

PENNSYLVANIA

Administration of outdoor recreation activities in Pennsylvania is lodged in a number of State agencies. Those bearing heaviest responsibilities are the Pennsylvania Department of Forests and Waters, the Pennsylvania Fish Commission, and the Pennsylvania Game Commission. Other State agencies share certain supporting responsibilities, and these will also be reviewed briefly.

Pennsylvania Department of Forests and Water

AUTHORITY.—The Pennsylvania Department of Forests and Waters was created under the State Administrative Code of 1923. Its functions include those formerly performed by a Division of Forestry in the Department of Agriculture, the Department of Forestry as established in 1901, and the former Water Supply Commission.

The Department acquires, controls, protects, and manages State forest lands; develops and maintains recreation areas; engages in research studies of practical forestry problems; makes studies and records of streamflow; regulates the placing of encroachments and the design, construction, and maintenance of dams in, along, across, or projecting into all streams and bodies of water having a drainage area of 1/2 square mile or more; and allocates water to public water supply agencies.

ORGANIZATION.—The secretary of the Department of Forests and Waters is appointed for a term of 4 years by the Governor with the approval of the State senate. He is a member of the Governor's cabinet. The Department has three principal officers and is made up of a number of boards and commissions.

The chief engineer has charge of: (1) the Division of Dams and Encroachments; (2) the Division of Flood Control; and (3) the Division of Hydrography.

An administrative officer is in charge of the administrative activities of the Department.

A State forester has charge of five Divisions: (1) the Division of State Forest Management; (2) the Division of Forest Protection; (3) the Division of Minerals; (4) the Division of Forest Advisory Services; and (5) the Division of State Parks.

These three principal officers are appointed by the secretary of the department with the approval of the Governor.

The secretary of the Department serves as chairman of four Boards and Commissions. These are: (1) State Forest Commission; (2) Water and Power Resources Board; (3) Delaware River Navigation Commission; and (4) Geographic Board.

In addition to these, the secretary of the Department is an ex officio member of five State Park Commissions, which fall administratively within the review of the Department: (1) Pennsylvania State Park and Harbor Commission of Erie; (2) Valley Forge Park Commission; (3) Washington Crossing Park Commission; (4) Bushy Run Battlefield Commission; and (5) Brandywine Battlefield.

The Department of Forests and Waters receives the revenues from the State's oil and gas lease fund. Legislation approved by the general assembly in 1955 required that all "rents and royalties from oil and gas leases of State forest land be placed in a special fund to be used for conservation, recreation, dams, and flood control." Other sources of revenue are appropriations, concessions and fees, and charges. Revenues from the oil and gas lease fund are used for capital development purposes. The general State authority, a public works construction agency, constructs projects such as parks and flood-control reservoirs.

State forester

DIVISION OF STATE PARKS.—The Division of State Parks is headed by a chief responsible directly to the State forester. The Division maintains a very small central office responsible for overall planning, development, and managing supervision. It is decentralized with most personnel lodged in the various park offices reporting either to a park superintendent, or to a district forester.

There are presently 136 State recreation areas existing or under construction, supervised by this Division. Beginning in 1955, the Division undertook its part of the Department's goal of establishing a park within 25 miles of every resident of the State with a program of construction of new parks in various sections of the State, together with a program of rehabilitating already existing parks. The Division's efforts coincide with programs to expand facilities at those parks administered by separate commissions.

FOREST DISTRICTS.—For forestry purposes, the State is divided into 20 forest districts, each headed by a district forester reporting to the State forester. More than 1,850,000 acres of State-owned forest lands are managed by the State forester for a variety of purposes, including recreation. In addition to recreation administration, the State forester also supervises important programs in timber management, reforestation, and fire and pest control, as well as a forest conservation camp program for young people.

Water and Power Resources Board

The Water and Power Resources Board regulates encroachments upon the streams of the State; reviews and examines plans for construction of dams; allocates equitable distribution of surface waters to public water supply agencies; and maintains and operates the flood forecasting warning system throughout the State. The Board also administers a statewide program whereby it designs and supervises the construction of flood control projects; operates and maintains George B. Stevenson Dam; and operates and maintains Pymatuning Dam and Reservoir. The Board consists of five members: an engineer, the secretary of forests and waters

(chairman), the secretary of health, the executive director of the Fish Commission, and a member of the Public Utility Commission, all appointed by the Governor.

Pennsylvania Fish Commission

AUTHORITY.—The duty of this Commission is to enforce the laws of the State relating to the encouragement, promotion, and development of the fishery interests and the protection, propagation, and distribution of fish, as well as to make rules and regulations for the protection and use of the fishery resources. The Commission also makes regulations and enforces laws pertaining to the licensing and operation of motorboats.

ORGANIZATION.—The Commission consists of eight unpaid citizens appointed by the Governor and the senate for 8-year staggered terms. Stipulations are that the members shall be persons well informed on the subject of conservation and restoration, and that members should be appointed from each of eight geographic districts into which the State is divided for this purpose.

The Commission appoints an executive director who supervises the law enforcement, the public information and education, and the administrative activities of the Commission. The executive director is not a member of the Governor's cabinet. Scientific fish management and related duties are supervised by the director through an office of the assistant director. The assistant director has charge of fish propagation and distribution, fish research, lake and stream reclamation, land and water acquisition, development of access, and improvement of streams.

The Commission consists of the following Divisions, each headed by a chief: (1) Propagation and Distribution; (2) Fish Research and Management; (3) Real Estate; (4) Engineering and Development; (5) Administration; (6) Law Enforcement; and (7) Conservation Education. Much of the work is carried on through six regional field offices.

The Commission's revenues derive from the sale of fishing and motorboat licenses, from fines for fish and boating law violations, and from Federal grants-in-aid. The commission receives no State appropriations.

PROGRAMS AND ACTIVITIES.—Although the number of persons purchasing fishing licenses has declined, the Commission has sought to expand its program of making fishing opportunities available to the public. In 1956, it expanded its program which included the building of new lakes, the acquisition and development of access areas along waters which had restricted use on account of limited access, and the reclamation of waters with rough fish or stunted fish populations and stream improvement.

The Commission cooperates with several State agencies such as the Department of Forests and Waters, Game Commission, Department of Health, et al, in attempts to improve the fishing quality of waters under their jurisdiction. Current Commis-

sion planning includes the construction or major reconstruction of about 3 lakes every 2 years and the acquisition of 20 new access sites per year, or as many as practicable.

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The Commission's organization consists of six Divisions in the central office for coordinated administrative purposes. These Divisions are: (1) Administration; (2) Land Management; (3) Law Enforcement; (4) Minerals; (5) Propagation; and (6) Research. Field operations are conducted under 6 field Division supervisors, 6 game farm superintendents, a superintendent of the Howard Nursery, 10 game biologists and 2 waterfowl management agents.

Revenues from hunting licenses constitute the main source of funds, although fines, revenues from the sale of timber on Commission lands, and Federal grants-in-aid also contribute sizable sums. No money is made available from State general funds.

PROGRAMS AND ACTIVITIES.—Although the sale of hunting licenses increased between 1950 and 1959 (from 834,167 to 985,070), it is doubtful that this trend will continue. The Commission desires to intensively manage the wildlife resources to provide maximum hunting opportunities compatible with available funds and other land uses. State-owned game lands now amount to 949,600 acres, additional acquisitions having been made every year since 1920. Since 1936 the Commission has been augmenting hunting opportunities by means of a cooperative farm-game program in which private landowners agree to make hunting opportunities on their lands available to the public in return for Commission efforts to give added protection

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ORGANIZATION.—The secretary of the Department of Forests and Waters is appointed for a term of 4 years by the Governor with the approval of the State senate. He is a member of the Governor's cabinet. The Department has three principal officers and is made up of a number of boards and commissions.

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The Commission appoints an executive director who supervises the law enforcement, the public information and education, and the administrative activities of the Commission. The executive director is not a member of the Governor's cabinet. Scientific fish management and related duties are supervised by the director through an office of the assistant director. The assistant director has charge of fish propagation and distribution, fish research, lake and stream reclamation, land and water acquisition, development of access, and improvement of streams.

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to these areas and to stock and maintain appropriate wildlife. There are over 1,233,800 acres in these projects throughout the Commonwealth.

In addition to its propagation and regulatory activities, the Commission also carries on a sizable publications program which includes a monthly magazine, the "Pennsylvania Game News," weekly news releases, and technical and educational materials.

Cooperative programs are carried on with sportsmen and civic organizations of all kinds as well as programs in alliance with farm groups, such as the Future Farmers of America and 4-H Clubs to promote conservation education and improve wildlife conditions on the farm. The Commission also prepares exhibits for display at major farm and sportsmen's shows, county fairs, etc. It also helps prepare exhibits for display at museums throughout the State.

Other Agencies

DEPARTMENT OF COMMERCE.—The Department of Commerce is charged with the promotion and development of business, industry, and commerce in the State. Under the administration of a secretary appointed by the Governor, the Department carries on a technical service, promotional, publicity, and advertising program, two aspects of which are pertinent to outdoor recreation.

The Bureau of Vacation and Travel Development cooperates in the preparation of location, regional, and statewide materials, useful in advertising the outdoor resources of the State, as well as other attractions to the tourist, in major regional newspapers, travel and other national magazines. The Bureau of Community Development has responsibility for stimulating and assisting efforts of communities to improve their general environment through urban land-use planning, zoning, subdivision control, and other plan-implementing actions, and through slum-clearance urban renewal. The Department, through the Bureau, administers the State's financial grants-in-aid program for the latter, and supervises the Federal Government's grants-in-aid program for the former. As recreation facility matters enter into urban land-use planning and urban renewal, the Bureau's staff and consultants are in a position to provide technical advice to communities.

DEPARTMENT OF HEALTH.—The Department of Health, under a secretary appointed by the Governor, performs services related to outdoor recreation through its Bureau of Environmental Health, the Sanitary Water Board, and the Air Pollution Control Commission. The Bureau inspects and issues certification of acceptability for public swimming places, food and refreshment sales facilities, camping areas, and mobile home parks. The Sanitary Water Board administers the State's laws relating to water pollution; and the Air Pollution Control Commission administers those laws relating to the pollution of the atmosphere. The Sanitary Water Board is ac-

tively engaged in a "clean streams program" for the entire State, and the Air Pollution Control Commission is now advocating a companion "clean air program."

DEPARTMENT OF INTERNAL AFFAIRS.—The Department of Internal Affairs, under an elected secretary, assists local government in many ways through its Bureau of Municipal Affairs, which is one of its five service bureaus. Among other functions, which include approval of borrowing and tax ordinances, collection and analysis of municipal statistics, and research studies in all fields of municipal activities, it assists local governments in the development of parks, parkways, playgrounds, etc. This is done through the Division of City Planning and Landscape Architecture, which periodically surveys existing community recreation facilities in planning additional improvements.

STATE MILITARY RESERVATION COMMISSION.—The Commission, appointed by the Governor, acts as an advisory body for the Indiantown Gap Military Reservation which is a State-owned installation, the major portion of which is leased to Federal Government for military training.

Areas of the reservation are utilized for recreation purposes such as hunting, fishing, and picnicking.

There are approximately 17,000 acres comprising the reservation.

The control of recreation activities is under the jurisdiction of the U.S. Army garrison commander at Indiantown Gap Military Reservation.

DEPARTMENT OF HIGHWAYS.—The Department of Highways, under a secretary appointed by the Governor, develops and administers a number of roadside rest areas. Recent acts of the legislature have authorized the establishment of additional developments of roadside rests. The facilities provided in these areas are drinking water, sanitary latrines, picnic tables, and trash receptacles.

DEPARTMENT OF PUBLIC INSTRUCTION.—Pennsylvania law authorizes boards of school directors to provide recreation programs for youth and adults as a part of its free public instruction. The Department of Public Instruction makes available advice and assistance in furthering this program of "extension recreation."

PENNSYLVANIA HISTORICAL AND MUSEUM COMMISSION.—The Commission, consisting of nine citizens appointed by the Governor and five ex officio members, is the official agency of the State for the conservation and preservation of public records, historic documents, and objects of historic interest. In this capacity, the Commission maintains the State museum, participates in the conduct of historical and archeological research, and designates and manages certain sites of historic or other unusual interest in the State.

RHODE ISLAND

The administration of outdoor recreation in Rhode Island is the responsibility of (1) the Division of Parks and Recreation of the Department of Public Works; (2) the Division of Fish and Game of the Department of Agriculture and Conservation; (3) the Division of Forests, also located in the Department of Agriculture and Conservation; (4) the Division of Harbors and Rivers in the Department of Public Works; and (5) the Rhode Island Development Council of the Executive Department.

Department of Public Works

Division of parks and recreation

AUTHORITY.—The Department of Public Works, which is chiefly responsible for the construction and maintenance of Rhode Island's highways and roads, is headed by a director appointed by the Governor with the advice and consent of the Rhode Island senate. This Department contains, among other functions, those of park and recreation administration, lodged in a division having its own statutory authority—the Division of Parks and Recreation. The Division's functions include the operation, maintenance, and development of all State-owned parks and recreation areas, and the establishment and maintenance of additional recreation areas as may be required. The present administrative arrangement stems from a law passed in 1952 which established a Division of Parks and Recreation within the Department of Public Works and transferred certain functions from the Department of Agriculture and Conservation to it. Subsequently, further steps were taken to centralize all recreation services and activities in the new Division of Parks and Recreation, including such responsibilities as drowning prevention and lifesaving personnel, formerly under the Department of Health.

The Division is authorized to acquire land by purchase, gift, etc., to carry out its objectives; it is authorized to grant concessions and rent or lease lands and buildings for appropriate purposes; it is given law-enforcement powers within areas under its jurisdiction; it maintains certain historical monuments together with all State-owned land not in use by another agency. The chief of the Division has authority, in relation to park facilities in the Providence metropolitan area, to acquire land, make rules for use of land, maintain park police, accept gifts, and enter into appropriate cooperative arrangements with the cities and towns concerned. The Division exercises all powers formerly exercised by a Metropolitan Park Commission in the Providence area.

The Division has authority to order private operators to comply with its rules and regulations regarding water safety and the provision of lifeguards or cease operation until they so comply.

ORGANIZATION.—The Division of Parks and Recreation is headed by a chief appointed by the director of public works from the classified civil service

list. Two boards are provided for the Division's work: (1) to apportion expenses for metropolitan parks among the cities and towns; and (2) a recreational safety council. Neither of these boards has administrative responsibility or authority. The Division is organized into administrative section and line functions carried on through a field organization. The administrative section includes: (1) police; (2) maintenance; (3) engineering; (4) statistical office; and (5) inventory and recreation safety. The line functions are organized by individual parks and other recreation facilities. In charge of each facility is a caretaker or manager reporting directly to the superintendent of State parks and the chief of the Division.

All receipts from park operations go into the State general fund and all of the Division's budget comes from appropriated funds.

PROGRAMS AND ACTIVITIES.—The recreation activities of the Division include the salt water beaches and facilities within the State parks on fresh water, picnic facilities at State parks and beaches, plus roadside picnic areas, tent and cabin camping at State parks, launching areas for boats, a State-owned golf course, game areas, tennis courts, and ball fields at State parks, etc., bridle trails and walking trails, ski facilities, skating areas, and observation areas. The Division has recently made a start in sponsoring tournaments and contests of various kinds and in the giving of instruction in various activities such as golf, fishing, and swimming.

Planning for future recreation developments is done in conjunction with the Rhode Island Development Council, the planning agency for the State. The Division does not have a master plan; however, it does plan for the acquisition of specific sites.

Cooperation between the Division and cities and towns having ocean frontage is extensive, particularly in line with the Division's responsibility for drowning prevention. Supervision extends to both commercial and town beaches.

Division of harbors and rivers

AUTHORITY.—The Division of Harbors and Rivers lacks specific statutory authority. Instead, Rhode Island law vests in the director of public works the control and supervision of all harbors and tidewaters of the State for the preservation, development, and improvement thereof.

The overall functions of the Division are to administer and enforce the laws, rules, and regulations relating to navigation, tidewater, harbors, rivers, dams, reservoirs, watermills, fish traps, shipwrecks and shipwrecked goods, shore erosion, accretion and reliction, riparian and littoral rights, river and tide-water pollution, drainage, flood and hurricane protection, land reclamation, breachways and inlets, and State piers. In addition, the general assembly, in 1959, passed legislation setting up a system for the registration of all motorboats operating in waters

of the State and vesting in the Division of Harbors and Rivers authority to administer the law and enforce its provisions.

ORGANIZATION.—The chief of the Division of Harbors and Rivers is appointed by the director of public works from the State civil service list. Within the Division are: (1) an administrative group; (2) an engineering staff; and (3) the superintendents, watchmen, and laborers on State piers. These three groups report directly to the chief of the Division. Appropriations provide the source of revenue for this Division.

PROGRAMS AND ACTIVITIES.—Much of the activity of the Division, though not directly recreation, plays a supporting part for more strictly recreation functions, either of private groups or other State and municipal agencies. Besides building, operating, and maintaining State piers, the Division plans and builds breachways to provide access to salt water ponds, used for the most part by the general public. It provides engineering and planning work at State beaches for the Division of Parks and Recreation. The Division also undertakes to make arrangements for the annual U.S. Atlantic Tuna Tournament, in addition to arrangements for a series of functions relating to yachting, charter fishing, and other recreation activities of the private variety.

Finally, in pursuit of its responsibilities for beach erosion control and other related programs, the Division works with the Corps of Engineers on proposals for harbor improvement, flood control, and beach erosion control.

Department of Agriculture and Conservation

Division of fish and game

AUTHORITY.—Although no specific statutory language establishing the Division of Fish and Game within the Department of Agriculture and Conservation exists, the Division has had conferred upon it by specific statutes numerous powers and duties related to fish, shellfish, and game matters. The Division has the authority to conduct programs to propagate game, hatch fish, etc.; to enter various cooperative agreements with the Federal Government for wildlife and fish restoration; to establish reservations for the protection of birds and animals; to maintain yacht and boat moorings; and to fix seasons and size and catch limits for fresh water fish, game, and shellfish. The Division acquires by purchase and gift, land which it manages for wildlife, and is open to controlled public hunting.

The recreation functions of the Division are carried out mainly by two of its five subsections. The fresh water fishery section is responsible for the management of hatcheries, improvement of streams and ponds, the construction of boat-launching ramps, and the creation of public fishing areas. The game management section conducts research on game development and propagation. The commercial and marine fisheries section manages and regulates, among other things, the shellfish resources of the State.

ORGANIZATION.—The Division of Fish and Game is headed by a Division chief appointed by the director of Agriculture and Conservation from a civil service list. The director of Agriculture and Conservation, in turn, is responsible to the Governor and is appointed by him, subject to senate confirmation.

There is an advisory council on fish and game composed of seven qualified electors, appointed by the Governor, with due regard to their knowledge and interest in fish and game conservation. The advisory council has no administrative functions.

Within the Division there are five sections which carry out various programs. These are: (1) administration; (2) fresh water fishery section; (3) commercial and marine fisheries section; (4) game management section; and (5) law enforcement.

The Division is financed by moneys collected for hunting and fishing licenses and similar fees which are dedicated to various fish and wildlife expenditures. Federal grants and a substantial appropriation by the general assembly for fish and wildlife restoration projects are another source of revenue.

PROGRAMS AND ACTIVITIES.—The Division, through its fresh water fishery section, manages hatcheries, surveys and improves streams and ponds, boat-launching ramps, and public fishing areas programs. The game management section carries on game-stocking programs and plants wildlife cover. The Division cooperates closely with the Division of Forests, also in the Department of Agriculture and Conservation, in managing resources for both wildlife and forestry purposes. This cooperation has resulted in the dropping of such titles as State forest area, and the renaming of these areas as "management areas" to emphasize the multiple use given to such resources.

The State forest areas are available for hunting and fishing purposes, in contrast with the State park areas, which are closed to hunting.

The Division carries out only limited future planning in cooperation with the overall planning done by the Rhode Island Development Council. Specific plans have been drawn up for additional boat-launching areas, fishing trails, and future stream improvement as a part of the Division's program.

Division of forests

AUTHORITY.—The Division of Forests is empowered with all functions relating to forests and forestry, forest wardens and forest fires, the protection and preservation of trees, plants, and shrubs. The Division is also vested with the authority to enforce all laws relating to nurseries, arbors, and other related functions. The Division may grant leases and concessions on land and facilities under its control.

ORGANIZATION.—The director of Agriculture and Conservation appoints the chief of the Division of Forests from the classified service. An advisory council on forests, consisting of five persons appointed by the Governor from various interested groups including landowners, wood-using industries, lumber-producing industries, etc., provides guidance

and counsel to the chief of the Division. The Council has no administrative responsibilities. The Forestry Division carries on its work through three subdivisions: (1) administration; (2) forest management; and (3) forest fire control. A deputy chief is in charge of forest management activities. The chief ranger is in charge of forest fire control with the State being divided into two administrative districts for actual forest fire-fighting purposes, each under a forest ranger.

The Division is financed by appropriations, and Federal grants for forestry cooperation. These comprise the chief source of funds.

PROGRAMS AND ACTIVITIES.—The Division of Forest's activity is directed towards developing and making the fullest use of the forest resources. Its management of forest land is based on the multiple-use concept and, as such, it maintains several small campsites and picnic areas; maintains roads and trails for public use; provides protection against fire and disease; and cooperates fully with the Division of Fish and Game in the management of approximately 20,000 acres of State land under the jurisdiction of the Department of Agriculture and Conservation, supervision of the commercial harvesting of timber products, and setting up of numerous research and demonstration areas.

The Division has a nursery and reforestation program whereby the State enters into cooperative agreements with landowners to plant forest seedlings

on abandoned pastures and other understocked areas. It is estimated some 40,000 acres of abandoned pastures are suited for reforestation. The Division further provides technical assistance to landowners and operators throughout the State on many forestry matters.

Other Agencies

DEPARTMENT OF HEALTH.—The Department of Health, through the Division of Sanitary Engineering, is the principal agency concerned with controlling water pollution. The Division, headed by a chief appointed by the director of the Department has general powers to regulate or prohibit the pollution of the waters of the State.

RHODE ISLAND DEVELOPMENT COUNCIL.—The Development Council, which is directly responsible to the Governor, makes long-range plans for the State as a whole. It also publicizes the natural, economic, and industrial advantages of the State and compiles and disseminates information relative to the State's resources. It advises with departments and agencies on relevant matters, including parks and recreation development, and prepares a synopsis of planning work in Rhode Island. It is responsible for developing the State's capital budget. The Council has prepared plans for specific site development in cooperation with the Division of Parks and Recreation and has, in addition, developed a complete study of Rhode Island shoreline facilities.

SOUTH CAROLINA

The two principal State agencies concerned with outdoor recreation are the South Carolina Wildlife Resources Department and the Division of State Parks of the South Carolina State Commission of Forestry. Other State agencies, including the Highway Department, the Department of Education, the State Development Board, and the Water Pollution Control Authority, are incidentally concerned with outdoor recreation. The two primary State agencies function independently of general direction from either the Governor or legislature. The other agencies incidentally concerned with outdoor recreation also function independently, except for bilateral relationships with agencies whose interest or activities overlap their own.

South Carolina Wildlife Resources Department

AUTHORITY.—This Department and the Wildlife Resources Commission were created in 1952. It is responsible for the conservation of all game and fish and the execution and enforcement of laws relating to birds, nonmigratory fish, and game, and is responsible for all shellfish and fish taken in salt water commercial fishing and charged with developing salt water fishing and related industries. It also has responsibility for administering the boat licensing and safety program. The Department has broad authority to supervise all law enforcement related to its functions, to conduct game and fish cultural operations, and to investigate both game and fish conditions in the State.

ORGANIZATION.—The Wildlife Resources Department is headed by a Commission of seven members, who serve 6-year terms of office, and are appointed, at staggered intervals, by the Governor with the consent of the senate. One member of the Commission must be appointed from each of the six congressional districts, and one is an at-large appointee.

Policymaking and administrative authority in the Department are vested in the Commission, to which all departmental divisions are responsible. The chairman of the Commission is designated by the Governor but does not possess powers of administrative or policy direction over the Department.

Four Divisions and the Bear's Bluff Laboratories report directly to the Commission: the Division of Game and Freshwater Fisheries, the Division of Commercial Fisheries, the Administrative Division, and the Boating Division. Division directors are appointed by the Commission. No particular qualifications are prescribed for the directors of the Divisions of Game and Boating, but the director of Commercial Fisheries must possess educational training and experience in the conservation of the commercial fishing industry.

The Division of Game and Freshwater Fisheries is the primary responsible unit for outdoor recreation. Three sections perform direct services: law enforcement, freshwater fisheries, and Federal aid (game).

This Division can determine statewide, technical, and general policy for the Commission.

The Commission reports directly to the Governor. Budgetary control is exercised over the Department by the Budget and Control Board, an ex officio multi-member body of executive and legislative officials, including the Governor. The Department's budget is reviewed and approved by the Board, usually with little change, because of the self-sustaining fiscal position of the Department.

The Department, as such, maintains no central personnel, budget, or fiscal office, and exercises little central direction of the Divisions. The Commission as a body makes policy decisions of a rather general nature, and the Divisions retain considerable autonomy in administrative matters. Personnel and financial records are kept separately by each of the Divisions.

The Department is supported almost entirely by earmarked revenues, special funds, and Federal grants. Fiscal reporting tends to be brief and general. A fixed percentage of some of the fees collected from licenses and permits must be spent in the counties from which they are collected. A total of \$895,773 was available in 1958-59; expenditures came to \$750,813.

A boating fund was created the beginning of the 1959-60 fiscal year. It is composed of revenue derived from license and regulation fees for boats in the State and 75 percent of all fines collected for State boating violations. The funds so collected are earmarked for use in the administration and enforcement of the boating program.

PROGRAMS AND ACTIVITIES.—The Department planning activities are generally limited to the fiscal year, except in the instances of wildlife projects or hatcheries that require longer-term planning.

Most of South Carolina is available for outdoor recreation because of the relatively small degree of urbanization that has taken place. The vastness of the outdoor recreation opportunities in the fish and game area cannot be appreciated merely by consideration of the Wildlife Department's activities or of publicly owned facilities. Use of private lands for recreation purposes is more common than is use of publicly owned lands but much of the private land is posted. Comparatively little use is made of State provided and operated outdoor recreation facilities.

South Carolina State Commission of Forestry

Division of state parks

AUTHORITY.—In 1927 the State Commission of Forestry was created, and in 1934 the Division of State Parks was placed under the Commission. The Commission has the authority to control and, wherever practical, improve all parks belonging to the State for general recreation and educational purposes.

The Commission is also authorized to make rules and regulations and, in general, to do all the things necessary for the development of a State park system. The Commission is further authorized to own real estate and to receive gifts or donations for the future development of the parks.

ORGANIZATION.—The Commission of Forestry is composed of five persons, four of whom are appointed by the Governor, the fifth being the president of Clemson College. The law requires that two of the appointed commissioners be lumbermen, one a farmer, and one a representative of the public-at-large. The Commission of Forestry is appointed primarily from the standpoint of forestry rather than parks.

The Division of State Parks is operated by the director of the Division, working under the State forester, who is appointed by the Commission and who must be technically trained with at least 2 years experience in practical and administrative work.

The Division of State Parks receives its funds in a lump-sum appropriation but a breakdown of expenditures must be approved by the Budget Board before funds can be spent.

The Commission is supported by appropriations and revenues from timber sales, etc.

PROGRAMS AND ACTIVITIES.—The Division of State Parks has jurisdiction over 26 State parks, 1 way-side park, and 7 historical areas. The Division is interested in developing and maintaining State parks which have scenic, historical, scientific, educational, and recreation value. The parks are located so as to be in easy reach of most citizens.

Priority is given in Division activities to facilities that meet mass needs. These are: swimming, pic-nicking, play fields, boating, fishing, camping, and nature trails. The Division encourages the use of the park facilities by both daily and hourly visitors and those planning to use the campsites and vacation and fishing cabins.

The Division of State Parks cooperates with the South Carolina Wildlife Resources Commission in stocking the lakes in the park system with fish. It also cooperates with an 11-member park advisory committee. At the present time South Carolina has adequate space reserved for parks. The Division programs its activities on the fiscal year and is aware of the necessity of meeting the needs of the people of the State for outdoor recreation facilities.

The trees in the parks are preserved and not cut except in salvage operations, following fires, storms, or other disasters. For example, severe tree damage caused by a hurricane resulted in the damaged trees being sold for \$100,000, and revenue accruing to the parks budget by legislative direction. From time to time, private groups aid the park program financially; in one instance, a swimming pool and fishing pier were constructed through a loan, at a very low interest rate, from the president of a private textile company.

Several publications are issued periodically: "State Park Vacation Cabins," "Camping in South Carolina's State Parks," and descriptive folders on State parks and their facilities.

Other Agencies

HIGHWAY DEPARTMENT.—This Department maintains approximately 115 roadside rest areas. It was authorized to own and maintain such areas in 1951, but forbidden to use State highway funds to acquire land for such purposes. Thus, today there are three types of roadside rest areas maintained by the Highway Department: (1) areas acquired from the Division of State Parks and owned by the Highway Department which provides all facilities and maintenance; (2) areas owned by private organizations such as garden clubs and chambers of commerce; and (3) areas to be built along the interstate highway system, now under construction.

The facilities of each roadside rest area include one or more picnic tables and trash cans, and usually a small amount of space is reserved for the areas. The cost of maintaining the roadside rest areas comes from regular Highway Department funds.

STATE BOARD OF HEALTH.—This Board and the subordinate county health units inspect swimming areas, bathhouses, water systems, and other facilities.

WATER POLLUTION CONTROL AUTHORITY.—This Authority has jurisdiction over all waters of the State, and it is empowered to order discontinuance of waste discharges into waters and to institute legal proceedings to compel compliance with its orders.

The Authority has the statutory mandate to prescribe purity of waters for public health and for the propagation and protection of fish and wildlife.

The Authority promulgates its standards for water suitable for fish life after consultation with the Wildlife Resources Department.

STATE DEVELOPMENT BOARD.—This Board publicizes recreation facilities. In 1960 it started a new program designed to attract tourists to this State.

STATE BUDGET AND CONTROL BOARD.—The sinking fund and Property Division of this Board loans money when necessary to the various State agencies at the direction of the State legislature, and where income is earmarked for repayment of the loan. For example, in 1954 the Division of State Parks borrowed \$300,000 from this fund for capital improvements in several State parks. The debt has been repaid.

SOUTH CAROLINA PUBLIC SERVICE AUTHORITY.—The Authority is responsible for the operation of the Santee-Cooper hydroelectric, navigation, flood control, and "health betterment" program which encompasses an area that is one of the outstanding fish and game areas of the State. Fish and game regulations are carried out by the Division of Game, although revenue derived from special permits for use of the area is dedicated to expenditure in the Santee-Cooper lands. The Division of Game maintains the separate Santee-Cooper Game Department special fund. The Santee-Cooper area has a unique fish specie resource as a tourist attraction.

SOUTH DAKOTA

Outdoor recreation is the primary concern of the South Dakota Department of Game, Fish and Parks. There are seven other agencies having minor functions in the field.

South Dakota Department of Game, Fish and Parks

AUTHORITY.—The present consolidated South Dakota Department of Game, Fish and Parks was established in 1945. The principal functions of the Commission which heads the Department are: regulating, directing, and controlling the conservation, protection, importation, propagation, hunting, taking, or killing of all game and fur-bearing animals, game birds, fish and other birds or animals; acquiring public or private property, on behalf of and in the name of the State for wildlife conservation, water conservation, or recreation and to develop or improve such property for these purposes; engaging in predatory animal control; conserving, improving, developing, and increasing trees, forests, and wood or timber products on State-owned land; publicizing the game and fish, scenic, recreational, park, health, natural, or other resources of the State; promulgating and enforcing rules and regulations relating to the issuance, revocation, or expiration of licenses; collecting fees, and opening or closing seasons for hunting or fishing; establishing, managing, and protecting game refuges or sanctuaries; regulating the manner in which bounties are paid for the killing of predatory animals; directing the management, operation, and maintenance of Custer State Park; and cooperating with agencies of the Federal Government for wildlife conservation, preservation, and research in wildlife.

ORGANIZATION.—An eight-member Game, Fish and Parks Commission and a director are responsible for the administration of the Department. Commissioners, not more than four of whom shall be members of the same political party, are appointed by the Governor and confirmed by the senate. At least four members must be farmers actually residing on a farm, engaged in agriculture, and interested in wildlife conservation. The term of office of each commissioner is 8 years.

The chief administrative officer of the Department is a director of Game, Fish and Parks employed by the Commission, who serves at the pleasure of the Commission.

The Department is organized by administrative action into five Divisions: (1) Game; (2) Fisheries; (3) Forestry and Parks; (4) Law Enforcement; and (5) Administration. Custer State Park, by tradition and practice, has separate division status although it is placed directly under the Commission.

The Division of Administration, headed by an assistant director, contains four sections: (1) fiscal control under a comptroller; (2) engineering, headed by the chief engineer; (3) land management, guided by the chief of land management; and (4) information and education, also headed by a chief.

The director, superintendent of fisheries, State forester, chief game warden, and superintendent of Custer State Park have statutory positions, and appointment to them is made by the Commission. The Commission also selects the assistant director. The appointment of State forester is further subject to the approval of the commissioner of School and Public Lands.

With the exception of the Division of Forestry and Parks, as well as Custer State Park, the Department is not dependent on appropriations for its programs but is supported from license sales and fees earmarked for its specific use.

In 1957, the legislature established two independent funds within the Department, the Division of Forestry and Parks Revolving Fund and the Department of Game, Fish and Parks Fund. The Division of Forestry and Parks and Custer State Park are financed from the Forestry and Parks Revolving Fund and appropriations. The Division of Forestry and Parks receives some Federal funds from cooperative forestry projects. Miscellaneous receipts from concessions and rentals constitute an additional source of income and go into the revolving fund.

Game division

AUTHORITY.—The Game Division is responsible for game management, game research, predator control, controlled hunting, and a Soil Bank Wildlife Restoration program.

ORGANIZATION.—The Division is headed by a chief of game management. There are three management regions, each headed by an assistant chief who has a staff of three game managers. There also are four research biologists in the State.

PROGRAMS AND ACTIVITIES.—The Division of Game Management is presently engaged in developing long-range management plans for all wildlife, lands and land acquisition. Techniques of wildlife management have been standardized to provide a basis for such plans. Other long-range plans include cooperative wildlife plans for the Missouri River impoundments, James River irrigation project, and small watersheds.

A 1959 law requires that \$9 of every \$25 of non-resident small game license fees be used for the acquisition and development of lands for game production and public shooting areas. Priority has been given to purchasing and developing wetlands for waterfowl, upland game, and fur bearer production and the bulk of this fund is used for wetlands acquisition. There is also high priority given to purchases of land for goose management. Under this law, funds are drawn from the Department's Public Shooting Area Fund.

The Division conducts a Missouri River census, the purpose of which is to determine distribution, migration chronology, and effects of the larger reservoirs on waterfowl numbers. The results of the

survey are made available to the public each week, so that hunters might be informed of movement of waterfowl into the State.

Annual population surveys are made on pheasants, grouse, and big game species. The Division also supervises transplanting of nature species and introductions of promising exotic species.

Future plans for controlled hunting are aimed at improving present facilities rather than expanding the program.

In 1960 under the Soil Bank program, approximately 3,000 acres were planted to food cover and 25 acres to woody cover. Three marsh development projects were also completed. Cooperating farmers received payments of \$15,000.

During the 1960 crop year the land management section supervised land use practices on more than 141,000 acres of land, water, and marsh including 7,830 acres of agricultural land.

Fisheries division

AUTHORITY.—This Division manages all public lakes and streams, raises and stocks cold and warm water fish; supervises the harvest of rough fish; conducts farm pond management; develops access to public fishing waters; and conducts research.

ORGANIZATION.—The superintendent of Fisheries heads up the Division which includes about 20 permanent field personnel. There are three management districts and a research staff of four biologists.

PROGRAMS AND ACTIVITIES.—Management and research programs of the Fisheries Division are planned approximately 3 years in advance, and work has now begun on a 10-year master plan.

A farm pond management program was initiated in 1959. The first phase of the program involved a complete survey and inventory of all of the farm ponds in the State. A second phase will be preparation of broad management principles and guides.

A program of developing access to public fishing waters has been initiated. Partial or complete development has been accomplished on about 50 areas. Five-year cooperative agreements have been made with local organizations, usually sportsmen's clubs, whereby the Division installs the facilities and the local organization arranges to keep the area neat and tidy. The areas are designed for use by fishermen and will not be allowed to develop into park-like areas.

In research, considerable progress has been made in lake and stream classification, creel census studies, and intensive biological studies on all three of the large Missouri River reservoirs.

Forestry and parks division

AUTHORITY.—This Division is responsible for five programs: the operation and maintenance of the South Dakota State park system, fire protection of State and private forest lands, timber management on State forest lands, farm forestry, and tree distribution.

ORGANIZATION.—The State forester is the chief of this Division, which employs about 35 field personnel.

The legislature appropriated \$300,000 annually for fiscal years 1958, 1959, 1960, and 1961 for the maintenance and operation of the Division.

PROGRAMS AND ACTIVITIES.—All of the lands under Forestry and Parks are developed, maintained, and operated under a long-range plan geared to the needs of South Dakota up to the year 1975. The plans provide for seven phases of execution based on the immediate requirements of the State parks system and the overall long-range need.

The seven phases are: (1) a physical inventory of lands and facilities; (2) a survey of existing recreation needs and potential needs; (3) maintenance and operation planning on an annual basis; (4) conservation planning of all natural resources, on all lands under the jurisdiction of the Division; (5) establishing protection procedures for acts of God such as fires, insects and disease, and protection from vandalism; (6) planning of all the facilities ultimately needed in the State parks and recreation areas; and (7) the actual operation and establishment of needed facilities.

The South Dakota State park system now consists of 10 State parks exclusive of Custer State Park, 40 State recreation areas, 50 State roadside parks, and 50 cooperative community recreation areas.

Custer state park

This park, among the Nation's largest State parks (72,000 acres), enjoys independent status but is administered by the Game, Fish and Parks Commission. It is headed by a park superintendent and an assistant superintendent. Traditionally the park has been self-supporting. However, in recent years it has become apparent that the proceeds from buffalo meat, rentals, and timber sales—the principal sources of income—would not be sufficient to allow for necessary expansion, development, and major repairs.

An intensive study of park needs has been accomplished. The study resulted in publication of a proposed long-range plan for maintenance and expansion. Road resurfacing holds high priority in projected plans for development. Long-range plans also call for improvement of airport facilities, employee living quarters, firefighting equipment, and expansion of concession facilities.

In 1959 the State legislature appropriated \$175,000 for sanitation improvements. Funds were also provided by the U.S. Public Health Service. A \$1 windshield sticker has been introduced for campers using the park's overnight camping grounds.

Law enforcement division

AUTHORITY.—This Division is responsible for the enforcement of the firearm safety law, game laws, and the provisions of the Boating Act.

ORGANIZATION.—The chief game warden is the head of the Division. There are three assistant chief wardens to supervise three regional subdivisions and 47 wardens.

PROGRAMS AND ACTIVITIES.—Enforcement officers spend a large part of their time in public relations work in an effort to promote public acceptance of wildlife conservation and to reduce future game law violations. The wardens also assist in game surveys and censuses, and are increasing emphasis on safety equipment requirements to reduce accidents in hunting, fishing, and boating.

The Division has charge of boat registration and numbering and defines equipment requirements. All boating accidents resulting in personal injury or death, or property damage in excess of \$100, must be reported with a full description of the accident.

The firearm safety law was amended by the 1959 legislature, making school classrooms available after school hours for use by firearm safety classes. As the law now stands, no person under the age of 12 may receive a hunting license, and all resident juveniles between the ages of 12 and 16 must pass the hunter safety program before they can obtain a license.

Other Agencies

COMMISSIONER OF SCHOOL AND PUBLIC LANDS.—The commissioner is the custodian of all title records on all land owned by South Dakota. He is empowered to appoint a forest supervisor. With the approval of the commissioner of the Game, Fish and Parks Department, he appoints a State forester who serves both agencies. Many of the trust lands under the commissioner's jurisdiction are incorporated within Custer State Park, and are used by the Game, Fish and Parks Department for recreation purposes.

DEPARTMENT OF HIGHWAYS.—This Department has general supervision over the construction and maintenance of all roads and bridges in the State, for which State or Federal aid has been granted. It cooperates with the Game, Fish and Parks Department in placing, marking, constructing, and maintaining access roads to parks and recreation areas, especially roadside parks. It is planned that this Department will construct and wholly maintain rest areas along the new interstate highway routes.

DEPARTMENT OF HISTORY.—This Department's duty is to collect, preserve, exhibit and publish mate-

rials for the study of South Dakota history. The function of the Department of History relating to outdoor recreation is principally that of the selection, for maintenance by others, of historical sites, and the administration of an historical marker program.

DEPARTMENT OF HEALTH.—The activities of the Division of Sanitary Engineering in the State Department of Health, which impinge directly on outdoor recreation, are supervision of the sanitation of camps and swimming pools, beaches, and parks and the conduct of joint sanitary surveys with the U.S. Public Health Service. A water pollution education and control program is administered to maintain the purity of streams, rivers, and lakes for the benefit of fishing boating, and bathing.

SOUTH DAKOTA CONSERVANCY DISTRICT.—The South Dakota Conservancy District was created to provide for irrigation, the replenishment and the restoration of depleted waters of lakes, rivers, and streams, and the general conservation, regulation, and control of waters of the State.

The District began to operate on July 1, 1959. Outdoor recreation is declared to be an important end product of water resources development under the District.

SOUTH DAKOTA - MINNESOTA BOUNDARY WATERS COMMISSION.—The South Dakota - Minnesota Boundary Waters Commission was created in 1939, in conjunction with a similar law in the State of Minnesota, for the primary purpose of controlling the water level on Big Stone Lake.

The Commission is required to keep the waters at the most desirable and beneficial level. Principal consideration involved is the benefit to bathing, boating, and fishing. The Commission may be considered, from the point of view of South Dakota, as a functioning unit of the Department of Game, Fish and Parks.

WATER RESOURCES COMMISSION.—The Commission is an overall coordinating body for regulation and control of the development, conservation, and allotment of the waters of the State for any and all water use purposes. Outdoor recreation is one of these purposes.

TENNESSEE

Primary responsibility for the administration of outdoor recreation programs in Tennessee is divided between the Department of Conservation and Commerce and the Tennessee Game and Fish Commission. The State Planning Commission and the Department of Highways are secondarily involved in studies and facilities programs.

Department of Conservation and Commerce

AUTHORITY.—This Department was established by the Reorganization Act of 1959 by combining the Department of Conservation with the State Industrial Development Commission. The legislation for State parks authorized "acquisition, classification, and maintenance of a State system of parks . . ." The Department is also authorized "... to collect, compile, and distribute literature as to the facilities, advantages, and attractions of the State, the historic, recreational and scenic points and places of interest . . ." Prior to 1959 and dating back to 1937, departmental status was accorded conservation and its several functions.

ORGANIZATION.—The Department is headed by a commissioner assisted by an assistant commissioner for Conservation and an assistant commissioner for Commerce. The Governor appoints the commissioner, assistant commissioners, and the six Division directors. They hold office at the pleasure of the Governor. There is also a seven-member Conservation Commission, whose members serve 6-year terms. It functions in an advisory capacity only.

The commissioner of Conservation has authority to act in behalf of the State of Tennessee in acquiring land for park and forest purposes, so long as an appropriated amount is available and earmarked for that purpose. Land and other facilities can also be acquired by gift or purchase and/or through lease or easement arrangements.

There are six Divisions of Conservation: (1) Parks; (2) Forestry; (3) Geology; (4) Water; (5) Information and Tourist Promotion; and (6) Hotel and Restaurant.

There are four Divisions of Commerce: (1) Development; (2) Promotion; (3) Research; and (4) Nuclear Energy.

The State parks and Division of Information and Tourist Promotion will be discussed in detail.

Division of parks

AUTHORITY.—The primary responsibilities of the Division are to maintain and operate the system of State parks and the diverse concessions and installations in the parks as well as to serve as the operating agency for those lands in State forests which are used for park purposes.

ORGANIZATION.—The Division director is appointed by the Governor and is responsible to the assistant commissioner for Conservation. The Division has

four sections: (1) maintenance; (2) recreation; (3) property and procurement; and (4) business operations. The Division of Parks has a fee system insofar as it charges for some of its services, such as swimming, tent camping, etc. Revenues from fees are deposited in the general fund but are budgeted and expended for park operation purposes.

PROGRAMS AND ACTIVITIES.—The 1952 "master plan" of the State Planning Commission is used by the Division. In 1960, proposed expenditures of capital outlay involved 73 projects, of which 69 are completed or underway, the most notable project being a \$177,000 museum at Reelfoot Lake. In 1959, Tennessee's State parks were 66.7 percent self-supporting and in 1960 the figure was 72.4 percent.

The Division of Parks has cooperated closely with the Tennessee Valley Authority. In fact, seven of the State parks were originally turned over to the State by this agency. In addition, the CCC, WPA, and various Divisions of the Departments of Agriculture and Interior, as well as the Corps of Engineers have played important roles in the development of parks in Tennessee. In terms of a continuing relationship, the TVA has been most important. TVA paid the salary of a recreation consultant in the Division for 7 years.

The Division cooperates with the Game and Fish Commission in developing the parks as wildlife management areas. It has received help from the Highway Department in building and maintaining roads in the State parks. It has a particularly close relationship with the Planning Commission, which has developed a master plan for State parks. The Division cooperates with the Forestry Division in the use of forest lands adjacent to parks for park purposes. The Information and Tourist Promotion Division advertises State parks regularly.

The Division staff gives assistance to the various community recreation programs throughout the State.

Division of information and tourist promotion

AUTHORITY.—The primary responsibility of this Division is to advertise Tennessee's attractions for tourists.

ORGANIZATION.—The Governor appoints the Division director. The Division has three sections: (1) information; (2) education; and (3) photo laboratory.

PROGRAMS AND ACTIVITIES.—The Division cooperates with the Game and Fish Commission and with the other Divisions of the Department of Conservation and Commerce in publishing the monthly "Tennessee Conservationist." It cooperates with the Tennessee Tourist Bureau, and the Chattanooga Convention and Visitors Bureau. It also publishes various booklets and pamphlets.

Tennessee Game and Fish Commission

AUTHORITY.—This Commission was reorganized in 1949 into its present independent status and has broad regulatory powers over hunting and fishing. It is responsible for the acquisition of land or water for fish hatcheries, game farms, and management areas, for the acquisition of land for public hunting, fishing, or trapping, for the propagation of wildlife desired by the State and the limitation of undesirable wildlife, and for arranging cooperative agreements with farmers or other landowners for the purpose of increasing and maintaining game or fish resources. The Game and Fish Commission has permission to purchase, in fee title, land and water for game and fish management purposes. The Commission has purchased 109,000 acres of land for game management purposes and 527 acres of land and water for fish management purposes. The State may enter into agreements with private landowners or any other landowners for hunting and fishing rights for the public.

ORGANIZATION.—The Commission is composed of nine members, appointed by the Governor for staggered terms of 6 years. It is required that each member be well informed on the subject of conservation of game animals, birds and fish. Both the Governor and the commissioner of Conservation serve as ex officio members of the Commission.

In addition to the nine-man Commission there are a director and an assistant director.

The Commission is organized in five operational sections: (1) finance and personnel; (2) information-education; (3) law enforcement; (4) fish management; and (5) game management.

There are over 100 enforcement officers (at least one in each county), under the jurisdiction of the law enforcement section.

The State Game and Fish Fund is a special fund into which all monies deriving from the sale of hunting and fishing licenses, permits, court fees, and the sale of timber from land owned by the Game and Fish Commission accrues. In addition to this fund, the Commission receives an apportioned share of Federal aid funds derived from a tax on the sale of arms and ammunition (Pittman-Robertson) and from the tax on fishing tackle (Dingell-Johnson).

PROGRAMS AND ACTIVITIES.—The Commission publishes several publications, e.g., "The Pocket Guide to Tennessee Fishing," "The Pocket Guide to Tennessee Hunting," "Public Outdoor Recreation Areas in Tennessee," etc.

The TVA has turned over to the Commission 303 parcels of land for development as public access areas; 113 of these areas have been developed. TVA also allows the Commission to use dewatering areas on Kentucky Lake for waterfowl development.

The Corps of Engineers cooperates in the maintenance of a trout fishery in tailwaters below Dale Hollow and Center Hill reservoirs on the Cumberland River. Water, in sufficient volumes, to maintain low temperatures and a relatively high oxygen content, is released at prescribed intervals during critical periods to sustain trout. The Corps of Engineers further cooperates by extending leases to the Commission on Corps lands for the development of waterfowl.

The U.S. Forest Service has entered into agreements with the Commission for the management of game and fish on approximately 200,000 acres on the Cherokee National Forest and the U.S. Air Force has entered into an agreement with the Commission for the management of game and fish on 42,000 acres of land.

Other Agencies

STATE PLANNING COMMISSION.—This Commission, established in 1935, is an agency of the Department of Finance and Administration, one of four staff agencies attached to the Governor's office. It is involved in many phases of State and local government including outdoor recreation. One of its earliest studies was a park, parkway, and recreation area study.

Two recent studies by the State Planning Commission are of significance to outdoor recreation resources in Tennessee. In cooperation with the TVA and the Corps of Engineers, the Planning Commission prepared and published in 1958 an analysis of Reservoir Shoreline Development in Tennessee. The Commission, working with the Tennessee Game and Fish Commission and the Division of State Parks, also published in 1958 a plan for the comprehensive development of Reelfoot Lake. In 1960, two reports on various aspects of recreation were prepared: (1) "The Tennessee River Gorge, Its Scenic Preservation," and (2) "Melton Hill Reservoir, Comprehensive Plan for Land-Use Development."

DEPARTMENT OF HIGHWAYS.—The office of roadside engineer has responsibility for constructing and maintaining roadside parks which average 2 acres in size. There were 200 such parks in 1950 and 1,162 in 1960.

TEXAS

Responsibility for outdoor recreation administration is lodged primarily in two State agencies, the Texas State Parks Board and the Game and Fish Commission. A minor concern with outdoor recreation facilities is found in the State Highway Department. In addition, there are parks and historic sites under special commissions. These are: The Alamo, the Battleship Texas Commission, the Fannin State Park Commission, the Board of Control, and the San Jacinto State Park Commission.

State Parks Board

AUTHORITY.—The Board was created by statute in 1923. The legislature gave to the Parks Board authority to solicit donations of tracts of land for public parks and/or recreation areas and to accept or reject title to such tracts on behalf of the State. The Board has authority to operate or grant concessions in State parks and to operate concessions or make concessions contracts "for any causeway, beach drive, or other improvements in connection with State park sites." A special fund, known as the State Parks Fund, has been established with the State treasurer for the deposit of revenues derived by this means. The Board is financed by appropriations and income from concessions and mineral and grazing leases.

ORGANIZATION.—The Board is made up of six members with 6-year overlapping terms, so that the terms of two members expire each biennium. Members are appointed by the Governor, with the advice and consent of the senate. They receive no salary but are reimbursed for necessary traveling expenses and hotel bills out of State funds. The Board meets on call. The executive director, who is appointed by the Board, and his staff administer and supervise operations of the parks under the Parks Board's jurisdiction.

PROGRAMS AND ACTIVITIES.—The Board now manages 60 parks containing 61,846 acres, with land, equipment, buildings, and other improvements valued at \$6,750,000.

A complete survey of the Texas State park system has been made by the Texas Research League, a privately financed group, and the findings of the survey have been officially adopted by the Texas State Parks Board. The recommended program of the research league is being put into motion as funds become available.

Included in this survey were recommendations for a complete park planning program. This planning program is now being accomplished through an inter-agency agreement with the Department of Horticulture and Park Management of Texas Technological College. It was also recommended that the State be divided into eight regions with a headquarters in each region. A park ranger would be in charge of each region. This program is now being formed.

Other organizations have separately launched campaigns for State support of the park system. The Texas Press Association has proposed a dollar-a-year car tax for parks.

The principal agency with which the Parks Board has continuing cooperative relationships is the Highway Department, which maintains all principal roads in State parks. The cost of building roads in the parks is split between the two agencies. The Parks Board also cooperates with the Highway Department in the distribution of illustrative folders and brochures describing park facilities.

The Texas Forest Service has assisted the Parks Board in the cutting of timber and in reforestation work in several of the State parks.

There has been some cooperation between the Parks Board and local units of government in leasing State parks to local units, and relinquishing certain State parks to local units where there has been a local desire for such control and for operation. On the whole, however, State and local recreation programs are carried on independently of each other.

Game and Fish Commission

AUTHORITY.—In 1879, the office of State Fish Commissioner was created by the legislature. Statutory changes through the years expanded the scope and duties of the office, and by 1951 it had become the Game and Fish Commission.

The Commission has authority for administering all of the State's laws relating to fish, game, fur-bearing animals, and marine life. It also administers laws relating to the sale of sand, shell, gravel, and marl from the public waters and fresh water streams of the State. The objectives of these laws are the development and management of game, fish, and marine mineral resources so that the maximum economic and recreation value will accrue to the State and its citizens.

The duties and activities of the Commission include: (1) making of surveys and investigations of marine and animal life; (2) protection, improvement, and distribution of wildlife resources of the State, including the restocking of lakes; (3) taking and sale of sand, shell, and gravel from public waters and streams; (4) construction and maintenance of passes from one body of coastal water to another; (5) dissemination of information pertaining to the conservation of wildlife; (6) enforcement of statutes governing the taking of game and fish; (7) the issuance of licenses; and (8) the leasing, operating, and acquiring of game sanctuaries and public hunting and fishing grounds.

ORGANIZATION.—The Game and Fish Commission is composed of nine members who are appointed by the Governor with senate consent for 6-year terms. Each member of the Commission is appointed from a different section of the State. They serve without pay.

Tennessee Game and Fish Commission

AUTHORITY.—This Commission was reorganized in 1949 into its present independent status and has broad regulatory powers over hunting and fishing. It is responsible for the acquisition of land or water for fish hatcheries, game farms, and management areas, for the acquisition of land for public hunting, fishing, or trapping, for the propagation of wildlife desired by the State and the limitation of undesirable wildlife, and for arranging cooperative agreements with farmers or other landowners for the purpose of increasing and maintaining game or fish resources. The Game and Fish Commission has permission to purchase, in fee title, land and water for game and fish management purposes. The Commission has purchased 109,000 acres of land for game management purposes and 527 acres of land and water for fish management purposes. The State may enter into agreements with private landowners or any other landowners for hunting and fishing rights for the public.

ORGANIZATION.—The Commission is composed of nine members, appointed by the Governor for staggered terms of 6 years. It is required that each member be well informed on the subject of conservation of game animals, birds and fish. Both the Governor and the commissioner of Conservation serve as ex officio members of the Commission.

In addition to the nine-man Commission there are a director and an assistant director.

The Commission is organized in five operational sections: (1) finance and personnel; (2) information-education; (3) law enforcement; (4) fish management; and (5) game management.

There are over 100 enforcement officers (at least one in each county), under the jurisdiction of the law enforcement section.

The State Game and Fish Fund is a special fund into which all monies deriving from the sale of hunting and fishing licenses, permits, court fees, and the sale of timber from land owned by the Game and Fish Commission accrues. In addition to this fund, the Commission receives an apportioned share of Federal aid funds derived from a tax on the sale of arms and ammunition (Pittman-Robertson) and from the tax on fishing tackle (Dingell-Johnson).

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The duties and activities of the Commission include: (1) making of surveys and investigations of marine and animal life; (2) protection, improvement, and distribution of wildlife resources of the State, including the restocking of lakes; (3) taking and sale of sand, shell, and gravel from public waters and streams; (4) construction and maintenance of passes from one body of coastal water to another; (5) dissemination of information pertaining to the conservation of wildlife; (6) enforcement of statutes governing the taking of game and fish; (7) the issuance of licenses; and (8) the leasing, operating, and acquiring of game sanctuaries and public hunting and fishing grounds.

ORGANIZATION.—The Game and Fish Commission is composed of nine members who are appointed by the Governor with senate consent for 6-year terms. Each member of the Commission is appointed from a different section of the State. They serve without pay.

An executive secretary is responsible to the Commission for the administration of the agency. There is also an assistant executive secretary.

The operational Divisions are: (1) Wildlife Restoration; (2) Inland Fisheries; (3) Marine Fisheries; (4) Law Enforcement; (5) Sand, Shell and Gravel; (6) Information and Education; and (7) Fiscal and Accounting.

The Commission is supported by revenue from licenses and permits, by Federal grants, and by income from fines, leases, and sales of land, etc.

PROGRAMS AND ACTIVITIES.—The Division of Wildlife Restoration determines game restoration needs and potential in various parts of the State, conducts research in game problems, and makes research findings available to landowners, sportsmen, and other interested parties. It is responsible for the Commission's quail habitat improvement program.

The Inland Fisheries Division carries out research and experimental management programs for fisheries. Typical of the projects carried on are: (1) the planting of fish in lakes, (2) tracing their growth and survival patterns, (3) development of better stocking methods, (4) killing predatory fish by chemical applications, and (5) taking of fish inventories. This Division also operates fish hatcheries for the production and distribution of fresh water fish.

The responsibility for the management of marine resources of the Texas gulf coast is with the Marine Fisheries Division. It surveys conditions affecting not only fish, but plant life, sand and shell pollution, and siltation.

The Law Enforcement Division is responsible for enforcement of the game laws, fishing laws, the trapping law, migratory bird regulations, commercial fishing laws, and the antistream pollution law. Game wardens receive special training for 4 months. The course provides information on law, how to gather evidence, court procedure, basic game and fish management, public speaking, and keeping records. Game wardens also make preliminary surveys of deficient game areas and make recommendations to the Wildlife Restoration Division.

The Sand, Shell, and Gravel Division has the responsibility of protecting and preserving live oyster reefs. It is also responsible for the issuance of permits for the removal of sand, shell, or gravel from public waters. Sand, shell, and gravel are valuable resources that must be conserved and properly administered. The revenue derived is used in administering the activities of the Commission which are primarily for the benefit of wildlife and the construction and maintenance of fish hatcheries.

The Information and Education Division publishes "Texas Game and Fish," a magazine which provides

factual information about hunting, fishing, protection, and conservation of wildlife resources. Sound films are available to interested organizations which cover a wide range of subjects. The work of this Division reaches into all aspects of research, management, regulation, enforcement, conservation, education, and administration.

Other Agencies

THE ALAMO.—This historic site of 4 acres is held in trust by the Daughters of the Republic of Texas and it is through that organization that improvements and maintenance are carried on. Visitors to the Alamo come from all over the United States and abroad.

BATTLESHIP TEXAS COMMISSION.—The vessel was a gift of the U.S. Government to the citizens of Texas, to be maintained and operated as a permanent memorial and exhibition. It is berthed in a short canal leading into San Jacinto State Park from the nearby Houston Ship Channel. An early Texas Navy Museum has also been established by the Battleship Texas Commission.

FANNIN STATE PARK COMMISSION.—This Commission is composed of three members appointed by the Governor to improve and maintain this historic park. Besides the monument to Fannin's men, the park contains a caretaker's residence, restrooms, and a small museum. There are 10 acres in the park proper and 3 acres across the road where the caretaker's residence is located.

STATE BOARD OF CONTROL AND SAN JACINTO STATE PARK COMMISSION.—These two groups jointly maintain the San Jacinto State Park, except for the San Jacinto Memorial Building and Tower which are operated by a private, nonprofit corporation. The Commission is composed of three members appointed by the Governor to serve without compensation and with the duties of advising with and assisting the Board of Control in the improvement, care, and preservation of lands "now owned and hereafter acquired by the State, known as the San Jacinto Battlefield." The park comprising 71 acres is one of the major historic sites in Texas.

STATE HIGHWAY DEPARTMENT.—This Department builds and maintains roadside parks throughout the State, and has some responsibility for building and maintaining roads inside of parks. In 1959 there were 825 roadside parks; in 1940, 500; and, in 1950, 520. Each park is approximately 1 acre in size.

UTAH

Utah has two governmental units which are primarily concerned with outdoor recreation. They are the State Park and Recreation Commission and the Utah State Department of Fish and Game. Agencies with a secondary interest in outdoor recreation are the State Land Board, the State Road Commission, the Utah Tourist and Publicity Council, and the Utah National Guard.

State Park and Recreation Commission

AUTHORITY.—The present State Park and Recreation Commission was established in 1957.

The Commission is authorized to acquire, designate, establish, plan, operate, control, develop, and maintain all State parks, monuments and State recreation areas; acquire, designate, develop, control, regulate, and maintain State roadside parks; acquire real and personal property in its name by all legal and proper means including purchase, gifts, devise, eminent domain, lease, designation of State land, exchange, or otherwise; permit multiple use of State parks and other areas administered by it such as for grazing, fish and game, mining, development, and utilization of water and other natural resources; make exchanges of State land wherever it can be done to advantage; administer the funds appropriated to all agencies under its jurisdiction; and name all properties under its management. It is responsible for the administration of the 1959 Boating Act.

ORGANIZATION.—The Park and Recreation Commission is composed of five members, no more than three of whom may be of the same political party. They are appointed by the Governor, by and with the advice and consent of the senate, from the judicial districts of the State in the following manner: one from judicial districts 1 or 2; one from district 3; one from districts 4 or 5; one from districts 6 or 7; and one from the State at-large.

In addition, the State forester, and the directors of the Water and Power Board, the State Road Commission, the Historical Society, the Tourist and Publicity Council, the State Land Board, and the Fish and Game Commission serve, ex officio, as nonvoting advisory members.

The Governor may require written reports at any time, and may appoint a committee to investigate the affairs of the State Park and Recreation Commission.

The Commission receives its income from fees plus a State appropriation.

PROGRAMS AND ACTIVITIES.—The Utah State Park and Recreation Commission has developed a long-range program with the full cooperation of all 29 counties, many organizations, and Federal and State agencies. The initial request for suggested areas brought forth a list of 118 existing and potential areas to be considered for inclusion in the State

park program. The areas proposed represent historical sites and trails, areas of extremely important scientific interest, and many areas of unusual scenic and topographic attraction. These areas range from alpine peaks in the north to semidesert areas in the southern part of the State.

Two historical parks have been donated to the State: the Pioneer Monument, commemorating the arrival of the Mormon pioneers into the Salt Lake Valley in July 1847, and the first State capitol, constructed in 1855 at Fillmore. Two other historical buildings have also been donated. The Wasatch Mountain State Park which ultimately will consist of 21,000 acres of high mountain land adjoining national forests is being acquired. Two other areas in the southern part of the State are being developed. Bear, Hyrum, and Palisades Lakes are all developments of shorelines.

Department of Fish and Game

AUTHORITY.—The present State Department of Fish and Game was created in 1941. The Department is charged with the responsibility to protect, propagate, manage, and distribute game animals, fur-bearing animals, game birds, and game fish. It manages game land and fisheries and issues licenses for hunting, fishing, and trapping.

ORGANIZATION.—The Governor appoints the Commission of Fish and Game which is composed of five members who serve for a 6-year tenure of office. He also appoints a Board of Big Game Control which is composed of five members who serve for 2-year terms. The director acts as secretary to the Commission and as chairman of the Board of Big Game Control. There are six Divisions under the director: (1) Fiscal and Accounting; (2) Fisheries Management; (3) Game Management; (4) Law Enforcement; (5) Public Relations and Education; and (6) Field Services. Also serving under the director are: (1) a regional coordinator; (2) regional game manager; (3) regional law enforcement officer; and (4) regional fisheries manager.

The Department is supported by fees and licenses, fines, sales (principally of beaver furs), and Federal grants.

PROGRAMS AND ACTIVITIES.—The Commission has power to enter into cooperative agreements with Federal agencies, sister States, educational institutions, municipalities, corporations, clubs, landowners, associations, and private individuals for the development of game, fish, bird, or fur-bearing animal management.

Cooperative management of recreation areas is maintained with the State forester. The Water and Power Board cooperates with the Department by providing it with consulting services and maps. The State Road Commission provides maps and

PROGRAMS AND ACTIVITIES.—Enforcement officers spend a large part of their time in public relations work in an effort to promote public acceptance of wildlife conservation and to reduce future game law violations. The wardens also assist in game surveys and censuses, and are increasing emphasis on safety equipment requirements to reduce accidents in hunting, fishing, and boating.

The Division has charge of boat registration and numbering and defines equipment requirements. All boating accidents resulting in personal injury or death, or property damage in excess of \$100, must be reported with a full description of the accident.

The firearm safety law was amended by the 1959 legislature, making school classrooms available after school hours for use by firearm safety classes. As the law now stands, no person under the age of 12 may receive a hunting license, and all resident juveniles between the ages of 12 and 16 must pass the hunter safety program before they can obtain a license.

Other Agencies

COMMISSIONER OF SCHOOL AND PUBLIC LANDS.—The commissioner is the custodian of all title records on all land owned by South Dakota. He is empowered to appoint a forest supervisor. With the approval of the commissioner of the Game, Fish and Parks Department, he appoints a State forester who serves both agencies. Many of the trust lands under the commissioner's jurisdiction are incorporated within Custer State Park, and are used by the Game, Fish and Parks Department for recreation purposes.

DEPARTMENT OF HIGHWAYS.—This Department has general supervision over the construction and maintenance of all roads and bridges in the State, for which State or Federal aid has been granted. It cooperates with the Game, Fish and Parks Department in placing, marking, constructing, and maintaining access roads to parks and recreation areas, especially roadside parks. It is planned that this Department will construct and wholly maintain rest areas along the new interstate highway routes.

DEPARTMENT OF HISTORY.—This Department's duty is to collect, preserve, exhibit and publish mate-

rials for the study of South Dakota history. The function of the Department of History relating to outdoor recreation is principally that of the selection, for maintenance by others, of historical sites, and the administration of an historical marker program.

DEPARTMENT OF HEALTH.—The activities of the Division of Sanitary Engineering in the State Department of Health, which impinge directly on outdoor recreation, are supervision of the sanitation of camps and swimming pools, beaches, and parks and the conduct of joint sanitary surveys with the U.S. Public Health Service. A water pollution education and control program is administered to maintain the purity of streams, rivers, and lakes for the benefit of fishing, boating, and bathing.

SOUTH DAKOTA CONSERVANCY DISTRICT.—The South Dakota Conservancy District was created to provide for irrigation, the replenishment and the restoration of depleted waters of lakes, rivers, and streams, and the general conservation, regulation, and control of waters of the State.

The District began to operate on July 1, 1959. Outdoor recreation is declared to be an important end product of water resources development under the District.

SOUTH DAKOTA - MINNESOTA BOUNDARY WATERS COMMISSION.—The South Dakota - Minnesota Boundary Waters Commission was created in 1939, in conjunction with a similar law in the State of Minnesota, for the primary purpose of controlling the water level on Big Stone Lake.

The Commission is required to keep the waters at the most desirable and beneficial level. Principal consideration involved is the benefit to bathing, boating, and fishing. The Commission may be considered, from the point of view of South Dakota, as a functioning unit of the Department of Game, Fish and Parks.

WATER RESOURCES COMMISSION.—The Commission is an overall coordinating body for regulation and control of the development, conservation, and allotment of the waters of the State for any and all water use purposes. Outdoor recreation is one of these purposes.

TENNESSEE

Primary responsibility for the administration of outdoor recreation programs in Tennessee is divided between the Department of Conservation and Commerce and the Tennessee Game and Fish Commission. The State Planning Commission and the Department of Highways are secondarily involved in studies and facilities programs.

Department of Conservation and Commerce

AUTHORITY.—This Department was established by the Reorganization Act of 1959 by combining the Department of Conservation with the State Industrial Development Commission. The legislation for State parks authorized "acquisition, classification, and maintenance of a State system of parks . . ." The Department is also authorized "... to collect, compile, and distribute literature as to the facilities, advantages, and attractions of the State, the historic, recreational and scenic points and places of interest . . ." Prior to 1959 and dating back to 1937, departmental status was accorded conservation and its several functions.

ORGANIZATION.—The Department is headed by a commissioner assisted by an assistant commissioner for Conservation and an assistant commissioner for Commerce. The Governor appoints the commissioner, assistant commissioners, and the six Division directors. They hold office at the pleasure of the Governor. There is also a seven-member Conservation Commission, whose members serve 6-year terms. It functions in an advisory capacity only.

The commissioner of Conservation has authority to act in behalf of the State of Tennessee in acquiring land for park and forest purposes, so long as an appropriated amount is available and earmarked for that purpose. Land and other facilities can also be acquired by gift or purchase and/or through lease or easement arrangements.

There are six Divisions of Conservation: (1) Parks; (2) Forestry; (3) Geology; (4) Water; (5) Information and Tourist Promotion; and (6) Hotel and Restaurant.

There are four Divisions of Commerce: (1) Development; (2) Promotion; (3) Research; and (4) Nuclear Energy.

The State parks and Division of Information and Tourist Promotion will be discussed in detail.

Division of parks

AUTHORITY.—The primary responsibilities of the Division are to maintain and operate the system of State parks and the diverse concessions and installations in the parks as well as to serve as the operating agency for those lands in State forests which are used for park purposes.

ORGANIZATION.—The Division director is appointed by the Governor and is responsible to the assistant commissioner for Conservation. The Division has

four sections: (1) maintenance; (2) recreation; (3) property and procurement; and (4) business operations. The Division of Parks has a fee system insofar as it charges for some of its services, such as swimming, tent camping, etc. Revenues from fees are deposited in the general fund but are budgeted and expended for park operation purposes.

PROGRAMS AND ACTIVITIES.—The 1952 "master plan" of the State Planning Commission is used by the Division. In 1960, proposed expenditures of capital outlay involved 73 projects, of which 69 are completed or underway, the most notable project being a \$177,000 museum at Reelfoot Lake. In 1959, Tennessee's State parks were 66.7 percent self-supporting and in 1960 the figure was 72.4 percent.

The Division of Parks has cooperated closely with the Tennessee Valley Authority. In fact, seven of the State parks were originally turned over to the State by this agency. In addition, the CCC, WPA, and various Divisions of the Departments of Agriculture and Interior, as well as the Corps of Engineers have played important roles in the development of parks in Tennessee. In terms of a continuing relationship, the TVA has been most important. TVA paid the salary of a recreation consultant in the Division for 7 years.

The Division cooperates with the Game and Fish Commission in developing the parks as wildlife management areas. It has received help from the Highway Department in building and maintaining roads in the State parks. It has a particularly close relationship with the Planning Commission, which has developed a master plan for State parks. The Division cooperates with the Forestry Division in the use of forest lands adjacent to parks for park purposes. The Information and Tourist Promotion Division advertises State parks regularly.

The Division staff gives assistance to the various community recreation programs throughout the State.

Division of information and tourist promotion

AUTHORITY.—The primary responsibility of this Division is to advertise Tennessee's attractions for tourists.

ORGANIZATION.—The Governor appoints the Division director. The Division has three sections: (1) information; (2) education; and (3) photo laboratory.

PROGRAMS AND ACTIVITIES.—The Division cooperates with the Game and Fish Commission and with the other Divisions of the Department of Conservation and Commerce in publishing the monthly "Tennessee Conservationist." It cooperates with the Tennessee Tourist Bureau, and the Chattanooga Convention and Visitors Bureau. It also publishes various booklets and pamphlets.

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AUTHORITY.—This Commission was reorganized in 1949 into its present independent status and has broad regulatory powers over hunting and fishing. It is responsible for the acquisition of land or water for fish hatcheries, game farms, and management areas, for the acquisition of land for public hunting, fishing, or trapping, for the propagation of wildlife desired by the State and the limitation of undesirable wildlife, and for arranging cooperative agreements with farmers or other landowners for the purpose of increasing and maintaining game or fish resources. The Game and Fish Commission has permission to purchase, in fee title, land and water for game and fish management purposes. The Commission has purchased 109,000 acres of land for game management purposes and 527 acres of land and water for fish management purposes. The State may enter into agreements with private landowners or any other landowners for hunting and fishing rights for the public.

ORGANIZATION.—The Commission is composed of nine members, appointed by the Governor for staggered terms of 6 years. It is required that each member be well informed on the subject of conservation of game animals, birds and fish. Both the Governor and the commissioner of Conservation serve as ex officio members of the Commission.

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There are over 100 enforcement officers (at least one in each county), under the jurisdiction of the law enforcement section.

The State Game and Fish Fund is a special fund into which all monies deriving from the sale of hunting and fishing licenses, permits, court fees, and the sale of timber from land owned by the Game and Fish Commission accrues. In addition to this fund, the Commission receives an apportioned share of Federal aid funds derived from a tax on the sale of arms and ammunition (Pittman-Robertson) and from the tax on fishing tackle (Dingell-Johnson).

PROGRAMS AND ACTIVITIES.—The Commission publishes several publications, e.g., "The Pocket Guide to Tennessee Fishing," "The Pocket Guide to Tennessee Hunting," "Public Outdoor Recreation Areas in Tennessee," etc.

The TVA has turned over to the Commission 303 parcels of land for development as public access areas; 113 of these areas have been developed. TVA also allows the Commission to use dewatering areas on Kentucky Lake for waterfowl development.

The Corps of Engineers cooperates in the maintenance of a trout fishery in tailwaters below Dale Hollow and Center Hill reservoirs on the Cumberland River. Water, in sufficient volumes, to maintain low temperatures and a relatively high oxygen content, is released at prescribed intervals during critical periods to sustain trout. The Corps of Engineers further cooperates by extending leases to the Commission on Corps lands for the development of waterfowl.

The U.S. Forest Service has entered into agreements with the Commission for the management of game and fish on approximately 200,000 acres on the Cherokee National Forest and the U.S. Air Force has entered into an agreement with the Commission for the management of game and fish on 42,000 acres of land.

Other Agencies

STATE PLANNING COMMISSION.—This Commission, established in 1935, is an agency of the Department of Finance and Administration, one of four staff agencies attached to the Governor's office. It is involved in many phases of State and local government including outdoor recreation. One of its earliest studies was a park, parkway, and recreation area study.

Two recent studies by the State Planning Commission are of significance to outdoor recreation resources in Tennessee. In cooperation with the TVA and the Corps of Engineers, the Planning Commission prepared and published in 1958 an analysis of Reservoir Shoreline Development in Tennessee. The Commission, working with the Tennessee Game and Fish Commission and the Division of State Parks, also published in 1958 a plan for the comprehensive development of Reelfoot Lake. In 1960, two reports on various aspects of recreation were prepared: (1) "The Tennessee River Gorge, Its Scenic Preservation," and (2) "Melton Hill Reservoir, Comprehensive Plan for Land-Use Development."

DEPARTMENT OF HIGHWAYS.—The office of roadside engineer has responsibility for constructing and maintaining roadside parks which average 2 acres in size. There were 200 such parks in 1950 and 1,162 in 1960.

TEXAS

Responsibility for outdoor recreation administration is lodged primarily in two State agencies, the Texas State Parks Board and the Game and Fish Commission. A minor concern with outdoor recreation facilities is found in the State Highway Department. In addition, there are parks and historic sites under special commissions. These are: The Alamo, the Battleship Texas Commission, the Fannin State Park Commission, the Board of Control, and the San Jacinto State Park Commission.

State Parks Board

AUTHORITY.—The Board was created by statute in 1923. The legislature gave to the Parks Board authority to solicit donations of tracts of land for public parks and/or recreation areas and to accept or reject title to such tracts on behalf of the State. The Board has authority to operate or grant concessions in State parks and to operate concessions or make concessions contracts "for any causeway, beach drive, or other improvements in connection with State park sites." A special fund, known as the State Parks Fund, has been established with the State treasurer for the deposit of revenues derived by this means. The Board is financed by appropriations and income from concessions and mineral and grazing leases.

ORGANIZATION.—The Board is made up of six members with 6-year overlapping terms, so that the terms of two members expire each biennium. Members are appointed by the Governor, with the advice and consent of the senate. They receive no salary but are reimbursed for necessary traveling expenses and hotel bills out of State funds. The Board meets on call. The executive director, who is appointed by the Board, and his staff administer and supervise operations of the parks under the Parks Board's jurisdiction.

PROGRAMS AND ACTIVITIES.—The Board now manages 60 parks containing 61,846 acres, with land, equipment, buildings, and other improvements valued at \$6,750,000.

A complete survey of the Texas State park system has been made by the Texas Research League, a privately financed group, and the findings of the survey have been officially adopted by the Texas State Parks Board. The recommended program of the research league is being put into motion as funds become available.

Included in this survey were recommendations for a complete park planning program. This planning program is now being accomplished through an inter-agency agreement with the Department of Horticulture and Park Management of Texas Technological College. It was also recommended that the State be divided into eight regions with a headquarters in each region. A park ranger would be in charge of each region. This program is now being formed.

Other organizations have separately launched campaigns for State support of the park system. The Texas Press Association has proposed a dollar-a-year car tax for parks.

The principal agency with which the Parks Board has continuing cooperative relationships is the Highway Department, which maintains all principal roads in State parks. The cost of building roads in the parks is split between the two agencies. The Parks Board also cooperates with the Highway Department in the distribution of illustrative folders and brochures describing park facilities.

The Texas Forest Service has assisted the Parks Board in the cutting of timber and in reforestation work in several of the State parks.

There has been some cooperation between the Parks Board and local units of government in leasing State parks to local units, and relinquishing certain State parks to local units where there has been a local desire for such control and for operation. On the whole, however, State and local recreation programs are carried on independently of each other.

Game and Fish Commission

AUTHORITY.—In 1879, the office of State Fish Commissioner was created by the legislature. Statutory changes through the years expanded the scope and duties of the office, and by 1951 it had become the Game and Fish Commission.

The Commission has authority for administering all of the State's laws relating to fish, game, fur-bearing animals, and marine life. It also administers laws relating to the sale of sand, shell, gravel, and marl from the public waters and fresh water streams of the State. The objectives of these laws are the development and management of game, fish, and marine mineral resources so that the maximum economic and recreation value will accrue to the State and its citizens.

The duties and activities of the Commission include: (1) making of surveys and investigations of marine and animal life; (2) protection, improvement, and distribution of wildlife resources of the State, including the restocking of lakes; (3) taking and sale of sand, shell, and gravel from public waters and streams; (4) construction and maintenance of passes from one body of coastal water to another; (5) dissemination of information pertaining to the conservation of wildlife; (6) enforcement of statutes governing the taking of game and fish; (7) the issuance of licenses; and (8) the leasing, operating, and acquiring of game sanctuaries and public hunting and fishing grounds.

ORGANIZATION.—The Game and Fish Commission is composed of nine members who are appointed by the Governor with senate consent for 6-year terms. Each member of the Commission is appointed from a different section of the State. They serve without pay.

An executive secretary is responsible to the Commission for the administration of the agency. There is also an assistant executive secretary.

The operational Divisions are: (1) Wildlife Restoration; (2) Inland Fisheries; (3) Marine Fisheries; (4) Law Enforcement; (5) Sand, Shell and Gravel; (6) Information and Education; and (7) Fiscal and Accounting.

The Commission is supported by revenue from licenses and permits, by Federal grants, and by income from fines, leases, and sales of land, etc.

PROGRAMS AND ACTIVITIES.—The Division of Wildlife Restoration determines game restoration needs and potential in various parts of the State, conducts research in game problems, and makes research findings available to landowners, sportsmen, and other interested parties. It is responsible for the Commission's quail habitat improvement program.

The Inland Fisheries Division carries out research and experimental management programs for fisheries. Typical of the projects carried on are: (1) the planting of fish in lakes, (2) tracing their growth and survival patterns, (3) development of better stocking methods, (4) killing predatory fish by chemical applications, and (5) taking of fish inventories. This Division also operates fish hatcheries for the production and distribution of fresh water fish.

The responsibility for the management of marine resources of the Texas gulf coast is with the Marine Fisheries Division. It surveys conditions affecting not only fish, but plant life, sand and shell pollution, and siltation.

The Law Enforcement Division is responsible for enforcement of the game laws, fishing laws, the trapping law, migratory bird regulations, commercial fishing laws, and the antistream pollution law. Game wardens receive special training for 4 months. The course provides information on law, how to gather evidence, court procedure, basic game and fish management, public speaking, and keeping records. Game wardens also make preliminary surveys of deficient game areas and make recommendations to the Wildlife Restoration Division.

The Sand, Shell, and Gravel Division has the responsibility of protecting and preserving live oyster reefs. It is also responsible for the issuance of permits for the removal of sand, shell, or gravel from public waters. Sand, shell, and gravel are valuable resources that must be conserved and properly administered. The revenue derived is used in administering the activities of the Commission which are primarily for the benefit of wildlife and the construction and maintenance of fish hatcheries.

The Information and Education Division publishes "Texas Game and Fish," a magazine which provides

factual information about hunting, fishing, protection, and conservation of wildlife resources. Sound films are available to interested organizations which cover a wide range of subjects. The work of this Division reaches into all aspects of research, management, regulation, enforcement, conservation, education, and administration.

Other Agencies

THE ALAMO.—This historic site of 4 acres is held in trust by the Daughters of the Republic of Texas and it is through that organization that improvements and maintenance are carried on. Visitors to the Alamo come from all over the United States and abroad.

BATTLESHIP TEXAS COMMISSION.—The vessel was a gift of the U.S. Government to the citizens of Texas, to be maintained and operated as a permanent memorial and exhibition. It is berthed in a short canal leading into San Jacinto State Park from the nearby Houston Ship Channel. An early Texas Navy Museum has also been established by the Battleship Texas Commission.

FANNIN STATE PARK COMMISSION.—This Commission is composed of three members appointed by the Governor to improve and maintain this historic park. Besides the monument to Fannin's men, the park contains a caretaker's residence, restrooms, and a small museum. There are 10 acres in the park proper and 3 acres across the road where the caretaker's residence is located.

STATE BOARD OF CONTROL AND SAN JACINTO STATE PARK COMMISSION.—These two groups jointly maintain the San Jacinto State Park, except for the San Jacinto Memorial Building and Tower which are operated by a private, nonprofit corporation. The Commission is composed of three members appointed by the Governor to serve without compensation and with the duties of advising with and assisting the Board of Control in the improvement, care, and preservation of lands "now owned and hereafter acquired by the State, known as the San Jacinto Battlefield." The park comprising 71 acres is one of the major historic sites in Texas.

STATE HIGHWAY DEPARTMENT.—This Department builds and maintains roadside parks throughout the State, and has some responsibility for building and maintaining roads inside of parks. In 1959 there were 825 roadside parks; in 1940, 500; and, in 1930, 520. Each park is approximately 1 acre in size.

UTAH

Utah has two governmental units which are primarily concerned with outdoor recreation. They are the State Park and Recreation Commission and the Utah State Department of Fish and Game. Agencies with a secondary interest in outdoor recreation are the State Land Board, the State Road Commission, the Utah Tourist and Publicity Council, and the Utah National Guard.

State Park and Recreation Commission

AUTHORITY.—The present State Park and Recreation Commission was established in 1957.

The Commission is authorized to acquire, designate, establish, plan, operate, control, develop, and maintain all State parks, monuments and State recreation areas; acquire, designate, develop, control, regulate, and maintain State roadside parks; acquire real and personal property in its name by all legal and proper means including purchase, gifts, devise, eminent domain, lease, designation of State land, exchange, or otherwise; permit multiple use of State parks and other areas administered by it such as for grazing, fish and game, mining, development, and utilization of water and other natural resources; make exchanges of State land wherever it can be done to advantage; administer the funds appropriated to all agencies under its jurisdiction; and name all properties under its management. It is responsible for the administration of the 1959 Boating Act.

ORGANIZATION.—The Park and Recreation Commission is composed of five members, no more than three of whom may be of the same political party. They are appointed by the Governor, by and with the advice and consent of the senate, from the judicial districts of the State in the following manner: one from judicial districts 1 or 2; one from district 3; one from districts 4 or 5; one from districts 6 or 7; and one from the State at-large.

In addition, the State forester, and the directors of the Water and Power Board, the State Road Commission, the Historical Society, the Tourist and Publicity Council, the State Land Board, and the Fish and Game Commission serve, ex officio, as nonvoting advisory members.

The Governor may require written reports at any time, and may appoint a committee to investigate the affairs of the State Park and Recreation Commission.

The Commission receives its income from fees plus a State appropriation.

PROGRAMS AND ACTIVITIES.—The Utah State Park and Recreation Commission has developed a long-range program with the full cooperation of all 29 counties, many organizations, and Federal and State agencies. The initial request for suggested areas brought forth a list of 118 existing and potential areas to be considered for inclusion in the State

park program. The areas proposed represent historical sites and trails, areas of extremely important scientific interest, and many areas of unusual scenic and topographic attraction. These areas range from alpine peaks in the north to semidesert areas in the southern part of the State.

Two historical parks have been donated to the State: the Pioneer Monument, commemorating the arrival of the Mormon pioneers into the Salt Lake Valley in July 1847, and the first State capitol, constructed in 1855 at Fillmore. Two other historical buildings have also been donated. The Wasatch Mountain State Park which ultimately will consist of 21,000 acres of high mountain land adjoining national forests is being acquired. Two other areas in the southern part of the State are being developed. Bear, Hyrum, and Palisades Lakes are all developments of shorelines.

Department of Fish and Game

AUTHORITY.—The present State Department of Fish and Game was created in 1941. The Department is charged with the responsibility to protect, propagate, manage, and distribute game animals, fur-bearing animals, game birds, and game fish. It manages game land and fisheries and issues licenses for hunting, fishing, and trapping.

ORGANIZATION.—The Governor appoints the Commission of Fish and Game which is composed of five members who serve for a 6-year tenure of office. He also appoints a Board of Big Game Control which is composed of five members who serve for 2-year terms. The director acts as secretary to the Commission and as chairman of the Board of Big Game Control. There are six Divisions under the director: (1) Fiscal and Accounting; (2) Fisheries Management; (3) Game Management; (4) Law Enforcement; (5) Public Relations and Education; and (6) Field Services. Also serving under the director are: (1) a regional coordinator; (2) regional game manager; (3) regional law enforcement officer; and (4) regional fisheries manager.

The Department is supported by fees and licenses, fines, sales (principally of beaver furs), and Federal grants.

PROGRAMS AND ACTIVITIES.—The Commission has power to enter into cooperative agreements with Federal agencies, sister States, educational institutions, municipalities, corporations, clubs, landowners, associations, and private individuals for the development of game, fish, bird, or fur-bearing animal management.

Cooperative management of recreation areas is maintained with the State forester. The Water and Power Board cooperates with the Department by providing it with consulting services and maps. The State Road Commission provides maps and

equipment, and does road work for the Department. The State Land Board assists in retaining areas of State-owned land for fish and game purposes.

The State owns six waterfowl areas; the Federal Government owns one. In all, the State controls 300,000 acres of land. There are 12 fish hatcheries; about 141 acres are utilized for hatchery facilities.

Other Agencies

STATE ROAD COMMISSION.—This Commission is authorized to build and maintain roads and parking spaces to serve areas used for salt flat races, ski meets, and other activities, when such areas are in immediate proximity to a designated highway. Eight roadside parks are maintained by the Commission.

UTAH TOURIST AND PUBLICITY COUNCIL.—This Council encourages and assists in the coordination of the activities of persons, firms, associations, corporations, and governmental agencies engaged in publicizing, developing, and promoting the scenic attractions and tourist advantages of the State.

UTAH NATIONAL GUARD.—The guard has constructed several roads which are used as recreation travel-ways in the State.

STATE LAND BOARD.—This Board has power to acquire land which it may transfer to the State Park and Recreation Commission.

STATE HISTORICAL SOCIETY.—This Society maintains sites of historical interest.

VERMONT

In Vermont, there are two State agencies in which recreation is a primary responsibility. They are the Department of Forests and Parks and the State Fish and Game Department. Certain other agencies are concerned with natural resources and thereby, indirectly, with recreation, including the Highway Department, the State Recreation Commission, the Water Conservation Board and the Health Department. The activities of some of the most important agencies will be reviewed briefly after discussion of the two main Departments.

Department of Forests and Parks

AUTHORITY.—The Department, as established in 1955, is in charge of the planning, development, and maintenance of State forests and parks. The development of State parks can be traced back to 1924 when the State received a gift of land for the establishment of such a facility. Almost one-half of the present State park holdings have been acquired as gifts. The Department may impose reasonable fees for the use of roads, camping sites, buildings, or any other facilities in these areas. It may use moneys appropriated for forestry and parks to erect shelters and other facilities on property under its control. With the approval of the Governor, it may accept gifts of land or may purchase land to be developed and administered as State parks. The supervisor of parks has authority to promulgate rules and regulations governing the use of parks.

In addition to its park policy, it is the policy of the State to encourage economic management of the forests and woodlands to maintain, conserve, and improve the soil resources to the end that an adequate source of forest products be preserved for the people, floods and soil erosion be alleviated, hazards of forest fires lessened, and the natural beauty of the State preserved, the wildlife protected, and the development of recreation interests encouraged. Pursuant to this policy, the State forester is also authorized to purchase land with the approval of the Governor.

ORGANIZATION.—The Department consists of a State Forest Service and a State Park Service administered by a director of Forests and Parks. The Department is headed by the State Board of Forests and Parks which consists of three members appointed by the Governor, with the consent of the senate, for 6-year terms. The Board chairman is designated biennially by the Governor. The Board, with the approval of the Governor, appoints a director of Forests and Parks and is otherwise responsible for policymaking and advice in the administration of the Department. The director is executive secretary of the Board and is responsible to the Board for the administration of the Department.

The Forest Service consists of the State forester, an assistant state forester and three Divisions: (1) Management; (2) Pest Control; and (3) Utilization.

The Park Service consists of the supervisor of parks, an assistant supervisor of parks, and three Divisions: (1) Planning and Design; (2) Construction and Maintenance; and (3) Operations.

Financing of the Department activities derives from a fund known as the State forest parks revolving fund, administered by the Board, from which all payments are made for State recreation areas. Deposited in the fund are all moneys received, including fees and charges and such sums as are appropriated from time to time by the legislature. All balances in the fund at the end of a fiscal year are carried forward and remain a part of the fund.

PROGRAMS AND ACTIVITIES.—The Department has been engaged in a capital improvement program brought about by 1959 legislative action which provided for a bond issue of \$925,000 for park expansion. Under the expansion program, new land has been acquired and new facilities have been constructed, particularly skiing and camping facilities for which demand has been increasing heavily in recent years. Vermont is perhaps unique among the States in that it raised \$200,000, also by means of a bond issue, in recent years to be spent exclusively on the expansion of camping facilities in the State parks and forests. The Department estimates that approximately 70 percent of persons using camping facilities come from outside the State.

Besides maintaining and expanding its park facilities, the Department also gives advice to municipalities, private organizations, and individuals upon request. It advises other State agencies with regard to landscape plans and cooperates with the Highway Department in the location and design of roadside rest areas under the jurisdiction of the Highway Department. Since commercial recreation developments in Vermont are particularly notable, the Department cooperates in making such areas more attractive and useful. The Department is authorized to lease State-owned lands to private developers and has done so on many occasions, particularly with respect to ski resorts. The Department has also maintained a long association with the Green Mountain Club, a private organization which originally developed the well-known "Long Trail" which extends from the southern to the northern end of the State.

Fish and Game Department

AUTHORITY.—The history of State activity with respect to fish and game dates back to 1856 when a joint resolution of the general assembly requested the Governor to inquire into "the present state of the discoveries which have been made in relation to the artificial propagation of fish." In 1867, two fish commissioners were appointed who immediately sought to obtain New England "interstate cooperation in restoring the shad and salmon runs to the Connecticut watershed." The present Department was established in 1961 as a result of the latest of a

series of reorganizations. From 1947 it had been the Fish and Game Service and before that had been part of the Department of Natural Resources (abolished in 1947). The stated purpose of the Department is the provision of better hunting and fishing for Vermonters "and others." To this end, the commissioner undertakes the enforcement of all fish and game laws; propagation, operations, and construction and maintenance of fish hatcheries and game farms; distribution of fish and game raised or purchased; development of access areas for fishing and shooting grounds; and miscellaneous functions including research and publicity.

ORGANIZATION.—The Fish and Game Department is headed by the Fish and Game Board composed of five members appointed by the Governor, with the advice and consent of the senate, for 6-year terms. The Board administers the laws relating to fish and game through a commissioner of Fish and Game. The commissioner is appointed by the Board with the approval of the Governor.

The Department consists of five Divisions: (1) Fish; (2) Game; (3) Law Enforcement; (4) Federal Aid; and (5) Information and Education.

The Department is supported by earmarked revenues from license and permit sales, concessions, and Federal grants-in-aid. Unused balances at the end of a fiscal year are carried over.

PROGRAMS AND ACTIVITIES.—The number of hunters and fishermen has been increasing in recent years (157,683 licenses sold in 1959 as contrasted with 141,073 in 1950) and the Department attempts to think in terms of long-range plans, particularly 20 years. Heavy emphasis has been placed on the acquisition and development of more access sites to public fishing and hunting areas in recent years, for the Department feels this question to be foremost among present problems.

Other important programs have been designed to balance available species of fish, there being a tendency in the State to overfish certain species while others are neglected. Besides its stocking and propagation programs, the Department maintains

close working relationships with the U.S. Fish and Wildlife Service in research programs. Increasingly, however, it has used Federal aid moneys for purposes of land acquisition and development with research to back up the evaluation of development and the provision of facts for management.

The Department publishes a biennial report as well as other materials designed to acquaint the users of its facilities with Vermont laws and regulations. It cooperates with the Vermont Development Commission in publicizing the fishing and hunting opportunities within the State for the benefit of visitors as well as residents.

Other Agencies

STATE RECREATION COMMISSION.—This Commission seeks to promote community recreation programs but has no responsibilities for resource administration.

DEPARTMENT OF HIGHWAYS.—The Department of Highways constructs and maintains roadside rest areas. In addition, it constructs highways and access routes into areas offering recreation opportunities.

STATE HEALTH DEPARTMENT.—The Health Department certifies eating establishments and has responsibilities for the inspection and certification of sanitary drinking water supplies.

WATER CONSERVATION BOARD.—The Water Conservation Board concerns itself with water levels, particularly in recreation areas, with spraying of insecticides, water diversion, and water pollution, over which it has certain statutory authority.

VERMONT DEVELOPMENT CORPORATION.—The Vermont Development Corporation is responsible in general for the promotion of commerce and industry of the State. It publishes and distributes magazines and brochures describing and advertising the State's outdoor recreation resources.

VIRGINIA

Outdoor recreation resources in Virginia are managed mainly by the Department of Conservation and Economic Development and the Commission of Game and Inland Fisheries. Several other agencies perform functions which have an impact on outdoor recreation: the Department of Highways, Breaks Interstate Park Commission, Water Control Board, Department of Health, Commission of Fisheries, and an Interagency Committee on Recreation.

Department of Conservation and Economic Development

AUTHORITY.—The Department was established in 1948. Its major purposes are the conservation and development of the State's natural resources for the use, observation, education, health, and pleasure of the people of Virginia; publicizing the State's advantages; and, overall planning and development.

ORGANIZATION.—The Department is headed by a director appointed by the Governor with the advice and consent of the general assembly, who serves at the pleasure of the Governor. A Board of Conservation and Economic Development serves in an advisory and policymaking capacity to the director. The Department contains six Divisions: (1) Forestry; (2) Mineral Resources; (3) Parks; (4) Industrial Development and Planning; (5) Public Relations and Advertising; and (6) Water Resources. The Divisions of Parks and Forestry are the line agencies directly concerned with outdoor recreation.

Division of forestry

AUTHORITY.—The present Division of Forestry stems from the office of State forester established in 1914. Its responsibilities include the supervision and direction of all forest interests and all matters pertaining to forestry within the State, issuance of permits for hunting and trapping in State forests, protection of all forest lands from fire and trespass, the establishment of nurseries and distribution of seeds and seedlings, and the promotion of scientific forestry.

ORGANIZATION.—The Division is headed by the State forester who is a technically trained forester, with both a practical and theoretical knowledge of forestry. He is appointed by the director of the Department.

There are five functional sections in the Division: (1) forest fire control; (2) forest insects and diseases; (3) forest management; (4) reforestation; and (5) information. In addition there are four sections providing the necessary administrative and housekeeping services. Field operations are carried on through nine forestry districts.

The Division is supported by appropriations and revenues from fees and charges. For the biennium 1958-60, total revenues amounted to \$1,845,174 as compared with a total of \$151,923 in 1940.

PROGRAMS AND ACTIVITIES.—The Division maintains 50,336 acres of State forest lands, 4 picnic areas, and a State nursery of 857 acres. In 1960, it issued 1,800 permits for hunting and trapping in State forests.

The Division has a cooperative relationship with the Commission of Game and Inland Fisheries concerning the State's forest, game, fish, and recreation reserves. This involves the setting of hunting seasons and bag limits on reserves, the leasing of about 40 acres of State forest to the Commission for a game farm, and the establishment of breeding pens in State forests. Under the State's forest closure law, the State forester recommends to the Governor the closing of the forests during periods of danger from forest fires. The Division cooperates with its sister division, the Division of Parks, on the State parks located in State forests. It also provides timber surveys for rod and gun clubs, as well as for private individuals. The Division presently has no plans to acquire additional holdings of land. It plans on a 2-year basis.

Division of parks

AUTHORITY.—The Division of State Parks was established in 1948. Prior to that time, park activities were carried on by the Commission on Conservation and Development. The Division has full power and authority to acquire by gift or purchase, or by the exercise of the power of eminent domain, areas, properties, lands, or any estate or interest therein, of scenic beauty, recreation utility, historical interest, remarkable phenomena, or any other unusual features which in the judgment of the Board of Conservation and Economic Development should be acquired, preserved, and maintained for the people of Virginia.

ORGANIZATION.—The State park commissioner is appointed by the director of the Department of Conservation and Economic Development, who, in turn, is appointed by the Governor with the consent of the general assembly and serves at the Governor's pleasure. Reporting to the commissioner are two museum custodians, an assistant commissioner of parks, two park supervisors, and eight park superintendents.

The Division is supported by appropriations. No funds are earmarked for it. In 1960, the appropriation for the biennium amounted to \$296,250, as compared with an appropriation of \$55,082 for the 1940 biennium.

PROGRAMS AND ACTIVITIES.—The Division operates and maintains nine State parks (including Seashore State Park—open only for the study of flora and fauna and hiking); three recreation areas; the State museum and the southwest Virginia museum; Saylor's Creek, Battlefield Park, and George Washington's Grist Mill. The Division rents accommodations; leases some concessions and operates concessions in four

areas; collects revenues derived from these sources; and repairs and maintains the physical properties in the parks. In some instances, the Division prescribes fishing regulations to control the supply of fish in the lakes of the parks. This is done in cooperation with the Commission of Game and Inland Fisheries.

A program to preserve small wilderness areas scattered from the mountains to the sea was inaugurated in September 1960. At that time, 759 acres of highland and marsh and 2 miles of beach frontage on the Chesapeake Bay side of the Eastern Shore were acquired. These acquisitions mark the start of what will be called the natural areas system designed for hiking or scientific study. The system now consists of four areas of 4,907 acres.

Commission of Game and Inland Fisheries

AUTHORITY.—The Commission was established in 1916 as the State Department of Game and Inland Fisheries. It has responsibilities for the protection, perpetuation, and wise management of the wildlife resource. Its responsibility includes acquiring lands and waters, establishing buildings, structures, dams, lakes, and ponds necessary to increase, replenish, and restock the lands and inland waters of the State. It provides facilities for game and fish refuges, preserves, or public shooting and fishing areas, and adopts whatever means are necessary to restock, replenish, and increase any depleted native species of game birds, game animals, or fish.

The Commission also has the authority to enforce "all laws for the protection, propagation, and preservation of game birds and game animals of this State and all fish of the inland waters thereof ... and all dog laws."

ORGANIZATION.—The 10 members of the Commission are appointed by the Governor with the consent of the assembly for 6-year staggered terms. One commissioner is appointed from each congressional district. Members may be removed by the Governor. They receive no salary but are reimbursed for the actual and necessary traveling expenses incurred in attending Commission meetings, plus \$15 per meeting, not to exceed \$360 per year.

The Commission carries on its work through six operating Divisions: (1) Administrative Division, which includes the director, his assistant, and secretarial and maintenance staff; (2) Game Division; (3) Fish Division; (4) Fiscal Division; (5) Educational Division; and (6) Law Enforcement.

The Commission also appoints not more than six supervisors and other regular and special game wardens as necessary to enforce the game, inland fish, and dog laws.

The Commission is supported by earmarked revenues from licenses, fees and permits, and Federal grants-in-aid. It does not receive appropriations from the State's general fund.

PROGRAMS AND ACTIVITIES.—The Commission, in July 1961, opened for fishing a few of the ponds at the Commission's Front Royal fish hatchery. This is an experimental program to be continued over a 3-year period to determine whether a size limit on large-

mouth bass is needed in bass-bluegill ponds. Also, the study will attempt to establish the extent of mortality caused by the catching and releasing of undersized bass.

Cooperative agreements exist between private business corporations and the Commission whereby hunting by the general public is now permitted on corporation-owned lands in 10 counties comprising 51,484 acres. Sportsmen utilizing these areas are required to have a Virginia hunting license plus a permit from the corporation which may be obtained without charge. The Commission usually signs agreements with private companies for a 3-year period.

The Commission, in cooperation with the Division of Forestry, has between 400 and 500 acres of land under intensive management.

The Commission now has approximately 63,300 acres which have been purchased outright for public hunting and fishing. The Commission also manages wildlife on other Government lands: 40,000 acres in State forest; 1,500,000 acres in national forests; and, 183,000 acres of other Federal lands.

Virginia has approximately 282,000 acres of public and private land under cooperative game management, exclusive of National forest land and State forest land. The Commission publishes "Virginia Wildlife" and "Public Fishing Waters of Virginia," in addition to summaries of Virginia hunting laws. The Virginia Game Commission also administers the boating act.

Other Agencies

DEPARTMENT OF HIGHWAYS.—The Department maintains 41 waysides, totaling 503 acres and including 1,021 picnic tables located along the highways. The Department also plans to construct 38 rest areas on the Virginia part of the Interstate Highway System, but recreation use will be discouraged.

BREAKS INTERSTATE PARK COMMISSION.—The Breaks of the Cumberland, located partly in Virginia and partly in Kentucky, were formed by the slow erosion of rivers which cut a 1,600-foot channel through the mountains. The area abounds in wildlife in its natural habitat. To preserve the beauty of the Breaks, Virginia and Kentucky have entered into a compact to establish the Breaks Interstate Park and to supervise its operation.

WATER CONTROL BOARD.—This Board administers the State water control law, the purpose of which is to safeguard the waters of the State from pollution, to prevent any increase in pollution, and to reduce existing pollution. The Board's bearing on outdoor recreation lies partly in its investigations of large fish kills from pollution.

DEPARTMENT OF HEALTH.—This Department inspects the sanitation facilities of trailer camps; supervises and controls local public water supplies and sewage disposal systems; and provides publications, materials, and a film-loan service on phases of sanitation that may relate to outdoor recreation resources.

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Virginia, and it publicizes the opportunities through pamphlets and films.

AGENCIES ADMINISTERING HISTORIC SITES.—The Jamestown Foundation administers, develops, and maintains Jamestown Festival Park (23.7 acres) as a permanent commemorative shrine; Gunston Hall estate is controlled, maintained, and operated on behalf of the State by a Board of Regents, composed of members of the Colonial Dames of America.

WASHINGTON

The two major agencies concerned with the administration of outdoor recreation in Washington are the State Parks and Recreation Commission and the Department of Game. Secondary agencies are the Departments of Natural Resources, Conservation, Highways, Health, and the Pollution Control Commission. They will be discussed in less detail since they have a minor involvement in the overall aspect of outdoor recreation.

State Parks and Recreation Commission

AUTHORITY.—This Commission was established in 1947. The Commission's powers include the care, charge, control, and supervision of all parks and parkways acquired or set aside by the State for park or parkway purposes. It adopts, promulgates, issues, and enforces rules and regulations pertaining to the use, care, and administration of State parks and parkways. It grants concessions in State parks and parkways and also selects and purchases, leases, or otherwise acquires land for the State, including shore and tidelands, for park and parkway purposes. The Commission investigates and reports to the Governor regularly regarding any proposed park or parkway, and also makes recommendations respecting other regions in the State desirable for State park or parkway purposes.

ORGANIZATION.—The seven-member Commission is appointed by the Governor with the consent of the senate for a 6-year staggered term. The Governor shall choose electors who understand park and recreation needs and interests for membership on the Commission. The Commission is financed by dedicated funds. All proceeds from the operation of the State parks, 25 percent of highway fines and forfeitures, and the \$2.20 of each \$4.00 motor vehicle operator's fee are paid into the parks and parkways account of the general fund. An appropriation from the motor vehicle fund supports maintenance of roads in State parks. The Commission serves primarily as a policymaking body. It appoints the director of parks, who is responsible for administration.

PROGRAMS AND ACTIVITIES.—The Commission operates 78 areas containing 70,019 1/2 acres. These are classified into 16 parks, 20 monuments, 26 recreation areas, 10 beaches, 5 waysides, and 1 nature preserve. The largest park is Mount Spokane with 24,330 acres. The Commission also operates museums, four skiing areas, and eight group camps. In addition, it participates in an archeological program and maintains a consultant recreation service for communities and nonprofit organizations. The Commission manages jointly with the State Game Department several acres in the Coulee Basin Area in eastern Washington. It cooperates with the Tourist Promotion Division of the Department of Commerce and Economic Development in publicizing State parks. Private landowners and private organizations such

as the State Parks Association also work with the Commission.

In 1957, the Commission, adopted a 25-year plan recommending the acquisition of 9 new parks on the west side of the Cascade Mountains and 3 on the east, and development of the 16 areas now owned but undeveloped. It also recommended that 21 areas be enlarged.

The plan contained extensive analyses of facility requirements in parks, including parking and overnight camping area needs. With total park attendance by 1975 estimated at 13 million, 65,000 parking spaces will be needed, an increase of seven times the number presently available. The total number of overnight campers expected by 1975 is 1,944,000 persons, requiring 31,090 campsites, in contrast with the 2,500 available in 1956. The commission maintains relationships with the other State agencies having recreation functions. The Commission cooperates with the Federal Bureau of Land Management, the Forest Service, the National Park Service, the Bureau of Reclamation, and the General Services Administration.

Department of Game

AUTHORITY.—The Game Department was formed in 1933. However, the first game laws were passed in 1853 by the then Territorial Government to prohibit the killing of deer while they were raising their young. The Department provides and is responsible for a very large segment of the recreation activities in the State. It is responsible for land acquisition for game management, hunting, and fishing. It is responsible for public education through civic groups, schools, granges, youth organizations, and special exhibits. It sets seasons and bag limits, issues licenses, and oversees the regulatory provisions of the game code as well as controlling predatory animals.

ORGANIZATION.—The Governor appoints the six-member Commission for a 6-year term. The Commission elects its own chairman. The director of the Department of Game is elected by a two-thirds vote of the Commission and serves at its pleasure. The director is ex officio secretary of the Commission. The Governor has the power to remove any of the commissioners for cause. The director and an assistant director supervise the operations of 8 Divisions coordinated in the field through 10 administrative districts. The Divisions are: (1) Fishery Management; (2) Fur and Damage Control; (3) Engineering and Construction; (4) License; (5) Enforcement; (6) Special Services; (7) Land Management; and (8) Game Management.

Operations of the Department are financed entirely from the State game fund. The income of this fund is derived from license and permit fees, forfeitures and fines collected under the game code, and applicable Federal grants. Fifty percent of the fines and

bail forfeitures are retained by the county in which they are collected.

PROGRAMS AND ACTIVITIES.—The Department has control of 354,373 acres of land and water for game management, hunting, and fishing, 190 miles of stream banks, and 34 miles of tideland. During 1960, there were 370,646 licensed anglers with an estimated additional 150,000 juveniles, veterans, and other anglers not requiring licenses in the State. In 1960 there were 290,504 licensed hunters in the State who harvested deer, elk, bear, ducks, pheasants, grouse, doves, rabbits, quail, and other miscellaneous upland birds and waterfowl.

The Department's primary cooperation is with individual landholders on whose land much of the game is produced. While the game belongs to the State, the taking of it is controlled by the landowner by right of access. A number of cooperative landholder-sportsmen programs have been developed: posting signs to help guide the hunters and fishermen, cooperative habitat development, fencing and paneling to prevent damage to agricultural crops, and hunting-safety programs.

Cooperative agreements with the soil conservation districts and work with the U.S. Soil Conservation Service help further game production on private lands. The Game Department administers 100,000 acres of land controlled by the U.S. Bureau of Reclamation and 12,000 controlled by the Corps of Engineers.

The activities of the Division follow:

The Special Services section of the Department is responsible for public education through civic groups, schools, granges, youth organizations, and special events exhibits; the Engineering section is charged with designing and developing new construction, surveying and acquiring land, and maintaining properties; the Land Management section is in charge of lands and negotiates cooperative agreements for improvement of private lands; the Game Management section is in charge of managing game animals, wild birds, fur-bearing animals, of recommending seasons and kill limits, of operating the eight game farms, improving habitats, and introducing new species; the Fisheries Management section is concerned with game fish, recommending seasons, bag limits, and closed waters, improving habitats, and operating 25 hatcheries; the Fur and Damage Control section has charge of fur-bearing animals open to trapping by the general public, managing beaver programs, and administering compensation for crop damages by game animals; the Licensing section issues licenses, maintains records, supervises issuing agents, and processes license revenues; and the Enforcement section oversees the regulatory provisions of the game code and controlling of predatory animals.

Other Agencies

DEPARTMENT OF NATURAL RESOURCES.—This Department administers 22 districts of forest land ranging in size from 24,555 to 269,532 acres, totaling 2,067,594 acres. Approximately 100 acres of recreation, including 50 roadside developments, are in-

cluded within these forest lands. No attendance figures are kept, but these State forest areas are of significant importance for recreation use particularly for hunting, fishing, and camping.

Where State-owned lands under departmental administration are suited for park developments, these are withdrawn from sale or lease and rented to the State Parks and Recreation Commission. The Commission then proceeds to develop, maintain, and supervise the areas. At present, there are approximately 25 such lands totaling about 14,000 acres, which have been set aside by the Department and turned over to the State Parks and Recreation Commission.

HIGHWAY DEPARTMENT.—The Roadside Improvement Division of this Department maintains 12 highway rest areas and historical sites, but its main connection with recreation is in providing access to recreation areas and building highways within the State parks.

DEPARTMENT OF CONSERVATION.—The Division of Water Resources of this Department is involved in recreation to the extent that the water resources of the State are to be used for recreation purposes. The Division has also become involved in recreation because the hydroelectric developments along the Columbia River have created large lakes, which are being used for recreation purposes. The Division issues water-use rights for these lakes.

DEPARTMENT OF HEALTH.—This Department affects recreation programs by promulgating rules and regulations concerning sanitation in the parks and camps and advising camp operators about sanitation measures.

POLLUTION CONTROL COMMISSION.—This Commission controls the quality of the waters and is primarily an enforcement and regulatory agency. It issues permits for waste discharge and makes rules and regulations pertaining to pollution prevention and control. It has the powers to determine whether pollution exists, to inspect for pollution, and to proceed against any violations or discrepancies found, through injunctive means in the courts.

DEPARTMENT OF COMMERCE AND ECONOMIC DEVELOPMENT.—The Tourist Promotion Division of this Department is closely associated with the recreation programs of the State through the promotion of such programs and facilities. The Division currently is promoting the skiing and salmon fishing opportunities in the State.

DEPARTMENT OF FISHERIES.—This Department regulates commercial fishermen, since no license is required for the sport fishing of salmon. Consequently, the Department gets its operating revenues from the sale of licenses to commercial fishermen and from appropriations by the legislature. It runs its own hatcheries and cooperates with the Game Department on matters of mutual interest.

WEST VIRGINIA

Primary responsibility for outdoor recreation in West Virginia rests with the newly created Department of Natural Resources, which has charge of overall conservation activity. The Roadside Development Section of the State Road Commission and the West Virginia Department of Commerce is responsible for promoting recreational facilities.

Department of Natural Resources

AUTHORITY.—This Department came into existence on July 1, 1961. It has clear statutory responsibility for outdoor recreation. It has the authority to prepare and administer a long-range comprehensive program for the conservation of natural resources of the State; to conduct research in improved conservation methods; to fix by regulation the open seasons and the bag, creel, size, age, weight, and sex limits with respect to wildlife in the State; and to suspend open hunting seasons in case of emergency such as a drought, forest fire hazard, or disease among wildlife. It may acquire for the State by purchase, condemnation, lease or agreement, or accept or reject for the State gifts, donations, contributions, bequests, or devises of money, security, or property which are suitable for State forests, State parks, or recreation areas, for public hunting, trapping, or fishing grounds, for fish hatcheries, game farms, wildlife research areas, and feeding stations and for the extension and consolidation of lands or waters suitable for these purposes. The Department is authorized to conduct and encourage research designed to further new and more extensive uses of the natural resources of the State and to publicize the findings of the research. It conducts research with reference to the establishment of State parks and monuments of historic, scenic, and recreation value and is authorized to take such steps as may be necessary to establish such monuments or parks.

ORGANIZATION.—The Natural Resources Commission is advisory to the Department of Natural Resources and the director of the Department. The Commission is composed of seven members, one from each congressional district and the remainder from the State at-large. They are appointed by the Governor with the advice and consent of the senate and serve for 7-year staggered terms. They receive no compensation. The director of the Department is an ex officio member of the Commission and its presiding officer. The director is the chief executive officer of the Department. He is appointed by the Governor, by and with the advice and consent of the senate, and serves at the pleasure of the Governor. He may be removed from office by the Governor for cause as provided in the constitution. The director selects a deputy director. A civil service system of personnel management is in operation.

Departmental services are divided into the following sections: (1) personnel management; (2) fiscal; (3)

property; (4) public relations; (5) surveys; and (6) law enforcement and legal services. The director appoints an officer who is responsible for the organization and management of the various Department programs.

The Department contains five Divisions: (1) Game and Fish; (2) Forestry; (3) Parks and Recreation; (4) Water Resources; and (5) Reclamation. The Public Land Corporation of West Virginia, previously established, is continued as an activity of the Department of Natural Resources.

PROGRAMS AND ACTIVITIES.—An emergency employment program (State Temporary Economic Program—known as STEP) was instituted on July 1, 1960. It is aiding in the development of West Virginia's outdoor recreation facilities. By July 1961, seven State forests, five State parks and three public hunting areas contained new developments for campers.

The emergency employment program is supported by a 1-cent sales tax that was expected to yield \$7,500,000 by August 1961. The amount of \$3,500,000 was appropriated by the State legislature for expenditure by four Divisions of the former Conservation Commission, now the Department of Natural Resources. At that time, the Division of State Parks (now the Division of Parks and Recreation) was allotted \$1,200,000 of the appropriation. This afforded an opportunity for the Division to make repairs on park cabins, roads, and various older facilities.

Division of game and fish

AUTHORITY.—This Division is primarily responsible for the execution and administration of the natural resources programs of the State dealing with wildlife management. The ownership of and title to all wild animals, wild birds, both migratory and resident, and all fish, amphibians, and all forms of aquatic life in the State of West Virginia belong to the people with the State acting as trustee. It issues licenses for fur dealers, private game farms, private plants or ponds for propagating fish, frogs, turtles and other forms of aquatic life for commercial purposes as well as bow and arrow hunting and fishing licenses.

ORGANIZATION.—The Division is headed by a chief appointed by the director.

PROGRAMS AND ACTIVITIES.—The Game and Fish Division has a 5-year program, established in January, 1957, which is designed to promote and protect the game resources of the State to the maximum extent.

Division of forestry

AUTHORITY.—This Division has within its jurisdiction and supervision the State forests, other forest and woodland areas, and the protection of forest areas from injury and damage by fire, disease, insects, and other pestilences. The Division administers the

Southeastern Interstate Forest Fire Protection Compact and other compacts and agreements relating to forestry area management and husbandry. It administers and enforces all laws relating to the conservation, development, protection, use, and enjoyment of all forest land areas of the State.

ORGANIZATION.—The chief of the Division is designated the State forester. The State forester is a graduate of an accredited school of forestry with practical experience and training in forestry field organization and programs. The Division chief has the responsibility for implementing the provisions of the West Virginia Constitution relating to forest lands. He prepares and recommends legislation to the director.

Division of parks and recreation

AUTHORITY.—This Division has within its jurisdiction and supervision: (1) all State parks and State recreation areas, including lodges, cabins, swimming pools, motorboating, and all other recreation facilities so located; (2) administration of all laws and regulations relating to beautification of State highways and other public areas; (3) the functions and services of five park, battle monument, and battlefield commissions; and (4) the administration of all laws and regulations relating to the establishment, development, protection, use, and enjoyment of all State parks and State recreation facilities.

ORGANIZATION.—A chief heads this Division. All revenue derived from the operation of the State park and public recreation system is expended by the director solely for the acquisition of property for the extension of the system, or for operating, maintaining, and improving such system, or for the retirement of park development revenue bonds. The director, with the approval of the Governor, is empowered to raise the funds for any park project by the issuance of park development revenue bonds of the State, the principal of and interest on which shall be payable solely from the special fund provided for such payment. These revenue bonds are eligible as investments for the workmen's compensation fund and as security for the deposit of all public funds.

Division of water resources

AUTHORITY.—This Division has within its purview the State Water Resources Board, the Ohio River Valley Water Sanitation Commission (for West Virginia), and the Interstate Commission on the Potomac River Basin (West Virginia section). It administers and enforces all the laws relating to slack-water dams, stream and water areas beautification, and the conservation, development, protection, enjoyment, and use of the water resources of the State. It is responsible for the Department's programs and practices in the husbandry of rivers, streams, creeks, lakes, ponds, except farm ponds and other water areas.

ORGANIZATION.—The Division is headed by a chief. A public corporation, the State Water Resources Board, has been created and established under this

Division. The Board is composed of the State Director of Health, the Superintendent of the State geological and economic survey, the director of the Department of Natural Resources and four other members appointed by the Governor with the advice and consent of the senate for 6-year staggered terms. The director of the Department of Natural Resources is the chairman of the Board. The chief of the Division of Water Resources is the executive secretary of the Board.

PROGRAMS AND ACTIVITIES.—The Board makes surveys and investigations of the water resources of the State and is inventorying the water resources of the State. The Board is to investigate and study the problems of agriculture, industry, conservation, health, stream pollution, domestic and commercial uses, and allied matters as they relate to water resources of the State and is to formulate comprehensive plans and recommendations for the further development, improvement, protection, preservation, regulation, and use of the State's water resources. The Board is also to study water pollution and to advise all users of water resources as to the availability of water resources and the most practicable method of water diversion, use, development, and conservation.

Division of reclamation

AUTHORITY.—This Division supervises all lands and areas of the State surfaced mined or susceptible of being surfaced mined for the removal of coal and other minerals and all other lands and areas of the State deforested, burned over, barren or otherwise denuded, unproductive, and subject to soil erosion and waste, except land being utilized in the production of agricultural commodities. Also included are lands seared and denuded by chemical operations and processes, abandoned coal mining areas, swamplands, lands and areas subject to flowage easements and backwaters from river locks and dams, and river, stream, lake and pond shore areas subject to soil erosion and waste.

ORGANIZATION.—The Division is headed by a chief. The director of the Department of Natural Resources and the director of the West Virginia agricultural experiment station at West Virginia University are empowered to appoint a State agriculturist to serve in a liaison and advisory capacity between the experiment station and the Department in agricultural reclamation programs and projects.

PROGRAMS AND ACTIVITIES.—The State agriculturist is responsible for studying and developing agricultural reclamation programs and projects which will reclaim and restore the lands of the State for agricultural uses and purposes.

Public Lands Corporation

AUTHORITY.—The Corporation has the authority to designate lands to which it has title for development and administration for public use including forestation, recreation, wildlife, stock grazing, agricultural rehabilitation, homesteading, or other conservation activities. The Corporation makes recommendations

areas; collects revenues derived from these sources; and repairs and maintains the physical properties in the parks. In some instances, the Division prescribes fishing regulations to control the supply of fish in the lakes of the parks. This is done in cooperation with the Commission of Game and Inland Fisheries.

A program to preserve small wilderness areas scattered from the mountains to the sea was inaugurated in September 1960. At that time, 759 acres of highland and marsh and 2 miles of beach frontage on the Chesapeake Bay side of the Eastern Shore were acquired. These acquisitions mark the start of what will be called the natural areas system designed for hiking or scientific study. The system now consists of four areas of 4,907 acres.

Commission of Game and Inland Fisheries

AUTHORITY.—The Commission was established in 1916 as the State Department of Game and Inland Fisheries. It has responsibilities for the protection, perpetuation, and wise management of the wildlife resource. Its responsibility includes acquiring lands and waters, establishing buildings, structures, dams, lakes, and ponds necessary to increase, replenish, and restock the lands and inland waters of the State. It provides facilities for game and fish refuges, preserves, or public shooting and fishing areas, and adopts whatever means are necessary to restock, replenish, and increase any depleted native species of game birds, game animals, or fish.

The Commission also has the authority to enforce "all laws for the protection, propagation, and preservation of game birds and game animals of this State and all fish of the inland waters thereof ... and all dog laws."

ORGANIZATION.—The 10 members of the Commission are appointed by the Governor with the consent of the assembly for 6-year staggered terms. One commissioner is appointed from each congressional district. Members may be removed by the Governor. They receive no salary but are reimbursed for the actual and necessary traveling expenses incurred in attending Commission meetings, plus \$15 per meeting, not to exceed \$360 per year.

The Commission carries on its work through six operating Divisions: (1) Administrative Division, which includes the director, his assistant, and secretarial and maintenance staff; (2) Game Division; (3) Fish Division; (4) Fiscal Division; (5) Educational Division; and (6) Law Enforcement.

The Commission also appoints not more than six supervisors and other regular and special game wardens as necessary to enforce the game, inland fish, and dog laws.

The Commission is supported by earmarked revenues from licenses, fees and permits, and Federal grants-in-aid. It does not receive appropriations from the State's general fund.

PROGRAMS AND ACTIVITIES.—The Commission, in July 1961, opened for fishing a few of the ponds at the Commission's Front Royal fish hatchery. This is an experimental program to be continued over a 3-year period to determine whether a size limit on large-

mouth bass is needed in bass-bluegill ponds. Also, the study will attempt to establish the extent of mortality caused by the catching and releasing of undersized bass.

Cooperative agreements exist between private business corporations and the Commission whereby hunting by the general public is now permitted on corporation-owned lands in 10 counties comprising 51,484 acres. Sportsmen utilizing these areas are required to have a Virginia hunting license plus a permit from the corporation which may be obtained without charge. The Commission usually signs agreements with private companies for a 3-year period.

The Commission, in cooperation with the Division of Forestry, has between 400 and 500 acres of land under intensive management.

The Commission now has approximately 63,300 acres which have been purchased outright for public hunting and fishing. The Commission also manages wildlife on other Government lands: 40,000 acres in State forest; 1,500,000 acres in national forests; and, 183,000 acres of other Federal lands.

Virginia has approximately 282,000 acres of public and private land under cooperative game management, exclusive of National forest land and State forest land. The Commission publishes "Virginia Wildlife" and "Public Fishing Waters of Virginia," in addition to summaries of Virginia hunting laws. The Virginia Game Commission also administers the boating act.

Other Agencies

DEPARTMENT OF HIGHWAYS.—The Department maintains 41 waysides, totaling 503 acres and including 1,021 picnic tables located along the highways. The Department also plans to construct 38 rest areas on the Virginia part of the Interstate Highway System, but recreation use will be discouraged.

BREAKS INTERSTATE PARK COMMISSION.—The Breaks of the Cumberland, located partly in Virginia and partly in Kentucky, were formed by the slow erosion of rivers which cut a 1,600-foot channel through the mountains. The area abounds in wildlife in its natural habitat. To preserve the beauty of the Breaks, Virginia and Kentucky have entered into a compact to establish the Breaks Interstate Park and to supervise its operation.

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DEPARTMENT OF CONSERVATION.—The Division of Water Resources of this Department is involved in recreation to the extent that the water resources of the State are to be used for recreation purposes. The Division has also become involved in recreation because the hydroelectric developments along the Columbia River have created large lakes, which are being used for recreation purposes. The Division issues water-use rights for these lakes.

DEPARTMENT OF HEALTH.—This Department affects recreation programs by promulgating rules and regulations concerning sanitation in the parks and camps and advising camp operators about sanitation measures.

POLLUTION CONTROL COMMISSION.—This Commission controls the quality of the waters and is primarily an enforcement and regulatory agency. It issues permits for waste discharge and makes rules and regulations pertaining to pollution prevention and control. It has the powers to determine whether pollution exists, to inspect for pollution, and to proceed against any violations or discrepancies found, through injunctive means in the courts.

DEPARTMENT OF COMMERCE AND ECONOMIC DEVELOPMENT.—The Tourist Promotion Division of this Department is closely associated with the recreation programs of the State through the promotion of such programs and facilities. The Division currently is promoting the skiing and salmon fishing opportunities in the State.

DEPARTMENT OF FISHERIES.—This Department regulates commercial fishermen, since no license is required for the sport fishing of salmon. Consequently, the Department gets its operating revenues from the sale of licenses to commercial fishermen and from appropriations by the legislature. It runs its own hatcheries and cooperates with the Game Department on matters of mutual interest.

WEST VIRGINIA

Primary responsibility for outdoor recreation in West Virginia rests with the newly created Department of Natural Resources, which has charge of overall conservation activity. The Roadside Development Section of the State Road Commission and the West Virginia Department of Commerce is responsible for promoting recreational facilities.

Department of Natural Resources

AUTHORITY.—This Department came into existence on July 1, 1961. It has clear statutory responsibility for outdoor recreation. It has the authority to prepare and administer a long-range comprehensive program for the conservation of natural resources of the State; to conduct research in improved conservation methods; to fix by regulation the open seasons and the bag, creel, size, age, weight, and sex limits with respect to wildlife in the State; and to suspend open hunting seasons in case of emergency such as a drought, forest fire hazard, or disease among wildlife. It may acquire for the State by purchase, condemnation, lease or agreement, or accept or reject for the State gifts, donations, contributions, bequests, or devises of money, security, or property which are suitable for State forests, State parks, or recreation areas, for public hunting, trapping, or fishing grounds, for fish hatcheries, game farms, wildlife research areas, and feeding stations and for the extension and consolidation of lands or waters suitable for these purposes. The Department is authorized to conduct and encourage research designed to further new and more extensive uses of the natural resources of the State and to publicize the findings of the research. It conducts research with reference to the establishment of State parks and monuments of historic, scenic, and recreation value and is authorized to take such steps as may be necessary to establish such monuments or parks.

ORGANIZATION.—The Natural Resources Commission is advisory to the Department of Natural Resources and the director of the Department. The Commission is composed of seven members, one from each congressional district and the remainder from the State at-large. They are appointed by the Governor with the advice and consent of the senate and serve for 7-year staggered terms. They receive no compensation. The director of the Department is an ex officio member of the Commission and its presiding officer. The director is the chief executive officer of the Department. He is appointed by the Governor, by and with the advice and consent of the senate, and serves at the pleasure of the Governor. He may be removed from office by the Governor for cause as provided in the constitution. The director selects a deputy director. A civil service system of personnel management is in operation.

Departmental services are divided into the following sections: (1) personnel management; (2) fiscal; (3)

property; (4) public relations; (5) surveys; and (6) law enforcement and legal services. The director appoints an officer who is responsible for the organization and management of the various Department programs.

The Department contains five Divisions: (1) Game and Fish; (2) Forestry; (3) Parks and Recreation; (4) Water Resources; and (5) Reclamation. The Public Land Corporation of West Virginia, previously established, is continued as an activity of the Department of Natural Resources.

PROGRAMS AND ACTIVITIES.—An emergency employment program (State Temporary Economic Program—known as STEP) was instituted on July 1, 1960. It is aiding in the development of West Virginia's outdoor recreation facilities. By July 1961, seven State forests, five State parks and three public hunting areas contained new developments for campers.

The emergency employment program is supported by a 1-cent sales tax that was expected to yield \$7,500,000 by August 1961. The amount of \$3,500,000 was appropriated by the State legislature for expenditure by four Divisions of the former Conservation Commission, now the Department of Natural Resources. At that time, the Division of State Parks (now the Division of Parks and Recreation) was allotted \$1,200,000 of the appropriation. This afforded an opportunity for the Division to make repairs on park cabins, roads, and various older facilities.

Division of game and fish

AUTHORITY.—This Division is primarily responsible for the execution and administration of the natural resources programs of the State dealing with wildlife management. The ownership of and title to all wild animals, wild birds, both migratory and resident, and all fish, amphibians, and all forms of aquatic life in the State of West Virginia belong to the people with the State acting as trustee. It issues licenses for fur dealers, private game farms, private plants or ponds for propagating fish, frogs, turtles and other forms of aquatic life for commercial purposes as well as bow and arrow hunting and fishing licenses.

ORGANIZATION.—The Division is headed by a chief appointed by the director.

PROGRAMS AND ACTIVITIES.—The Game and Fish Division has a 5-year program, established in January 1957, which is designed to promote and protect the game resources of the State to the maximum extent.

Division of forestry

AUTHORITY.—This Division has within its jurisdiction and supervision the State forests, other forest and woodland areas, and the protection of forest areas from injury and damage by fire, disease, insects, and other pestilences. The Division administers the

Southeastern Interstate Forest Fire Protection Compact and other compacts and agreements relating to forestry area management and husbandry. It administers and enforces all laws relating to the conservation, development, protection, use, and enjoyment of all forest land areas of the State.

ORGANIZATION.—The chief of the Division is designated the State forester. The State forester is a graduate of an accredited school of forestry with practical experience and training in forestry field organization and programs. The Division chief has the responsibility for implementing the provisions of the West Virginia Constitution relating to forest lands. He prepares and recommends legislation to the director.

Division of parks and recreation

AUTHORITY.—This Division has within its jurisdiction and supervision: (1) all State parks and State recreation areas, including lodges, cabins, swimming pools, motorboating, and all other recreation facilities so located; (2) administration of all laws and regulations relating to beautification of State highways and other public areas; (3) the functions and services of five park, battle monument, and battlefield commissions; and (4) the administration of all laws and regulations relating to the establishment, development, protection, use, and enjoyment of all State parks and State recreation facilities.

ORGANIZATION.—A chief heads this Division. All revenue derived from the operation of the State park and public recreation system is expended by the director solely for the acquisition of property for the extension of the system, or for operating, maintaining, and improving such system, or for the retirement of park development revenue bonds. The director, with the approval of the Governor, is empowered to raise the funds for any park project by the issuance of park development revenue bonds of the State, the principal of and interest on which shall be payable solely from the special fund provided for such payment. These revenue bonds are eligible as investments for the workmen's compensation fund and as security for the deposit of all public funds.

Division of water resources

AUTHORITY.—This Division has within its purview the State Water Resources Board, the Ohio River Valley Water Sanitation Commission (for West Virginia), and the Interstate Commission on the Potomac River Basin (West Virginia section). It administers and enforces all the laws relating to slack-water dams, stream and water areas beautification, and the conservation, development, protection, enjoyment, and use of the water resources of the State. It is responsible for the Department's programs and practices in the husbandry of rivers, streams, creeks, lakes, ponds, except farm ponds and other water areas.

ORGANIZATION.—The Division is headed by a chief. A public corporation, the State Water Resources Board, has been created and established under this

Division. The Board is composed of the State Director of Health, the Superintendent of the State geological and economic survey, the director of the Department of Natural Resources and four other members appointed by the Governor with the advice and consent of the senate for 6-year staggered terms. The director of the Department of Natural Resources is the chairman of the Board. The chief of the Division of Water Resources is the executive secretary of the Board.

PROGRAMS AND ACTIVITIES.—The Board makes surveys and investigations of the water resources of the State and is inventorying the water resources of the State. The Board is to investigate and study the problems of agriculture, industry, conservation, health, stream pollution, domestic and commercial uses, and allied matters as they relate to water resources of the State and is to formulate comprehensive plans and recommendations for the further development, improvement, protection, preservation, regulation, and use of the State's water resources. The Board is also to study water pollution and to advise all users of water resources as to the availability of water resources and the most practicable method of water diversion, use, development, and conservation.

Division of reclamation

AUTHORITY.—This Division supervises all lands and areas of the State surfaced mined or susceptible of being surfaced mined for the removal of coal and other minerals and all other lands and areas of the State deforested, burned over, barren or otherwise denuded, unproductive, and subject to soil erosion and waste, except land being utilized in the production of agricultural commodities. Also included are lands seared and denuded by chemical operations and processes, abandoned coal mining areas, swamplands, lands and areas subject to flowage easements and backwaters from river locks and dams, and river, stream, lake and pond shore areas subject to soil erosion and waste.

ORGANIZATION.—The Division is headed by a chief. The director of the Department of Natural Resources and the director of the West Virginia agricultural experiment station at West Virginia University are empowered to appoint a State agriculturist to serve in a liaison and advisory capacity between the experiment station and the Department in agricultural reclamation programs and projects.

PROGRAMS AND ACTIVITIES.—The State agriculturist is responsible for studying and developing agricultural reclamation programs and projects which will reclaim and restore the lands of the State for agricultural uses and purposes.

Public Lands Corporation

AUTHORITY.—The Corporation has the authority to designate lands to which it has title for development and administration for public use including forestation, recreation, wildlife, stock grazing, agricultural rehabilitation, homesteading, or other conservation activities. The Corporation makes recommendations

to the legislature concerning the acquisition, development, disposition, and use of public lands.

ORGANIZATION.—The Governor is chairman of the Corporation. The director of the Department of Natural Resources is the secretary. Other members of the Corporation include: the commissioner of agriculture, the attorney general, and the director of the Engineering Experimental Station at West Virginia University. They receive no additional compensation as members of the Corporation.

PROGRAMS AND ACTIVITIES.—The Corporation cooperates with the U.S. Government by making lands available for the purpose of relieving unemployment and hardship.

Other Agencies

STATE ROAD COMMISSION.—The State Road Commission has jurisdiction over the construction and maintenance of all highways. The roadside development program is placed in the maintenance division of the roadside development section. The Commission maintains a total of 119 parks, tables, and rest areas.

DEPARTMENT OF COMMERCE.—This Department was established in 1961 with some of its purposes being the attraction of industry to the State and the publicizing of the scenic, recreational, and other advantages, which would interest persons desiring to visit West Virginia.

WISCONSIN

Operating responsibilities for outdoor recreation are located chiefly in the Wisconsin Conservation Department. Other agencies, such as the Department of Resource Development and the Highway Department, perform important functions which support or augment the programs of the Conservation Department.

Conservation Department

AUTHORITY.—Wisconsin's basic Conservation Act was passed in 1927 and amended slightly in 1959. The Conservation Department, in its present form, was established as a part of the 1927 legislation to consolidate the functions of State Fish and Game Wardens, the Commissioners of Fisheries, the State Board of Forestry, and the State Park Board.

In general, the objective of the Department is to provide an adequate and flexible system for the protection, development, and use of forests, fish and game, lakes, streams, plant life, flowers, and other outdoor resources. Specifically, the Department is authorized to acquire land or easements for, and to establish and maintain, public hunting and fishing grounds, game refuges, fish hatcheries, forests, and parks; to enter into agreements with public agencies and private persons and organizations to promote the conservation and development of natural resources; to conduct research in improved conservation methods; to make long-range plans and recommended policies for their fulfillment; and to publicize the facilities, advantages, and attractions of the State.

ORGANIZATION.—The Department is headed by a six-member Commission appointed by the Governor with the advice and consent of the senate. Members, three of which must come from the northern part and three from the southern section of the State, serve for 6-year staggered terms. The Commission's responsibilities are to appoint a director and to serve as the policymaking body for the Department.

The director, who serves at the pleasure of the Commission, must be a person having executive ability, experience, special training, and skill in conservation work. He is not subject to the civil service regulations of the State as are all other permanent employees (over 1,100). He is administrative head of the Department and exercises the powers of the Commission in the interim between its meetings.

The operations of the Department are carried out by the following Divisions; (1) Forests and Parks; (2) Forest Protection; (3) Forest Management; (4) Research and Planning; (5) Engineering; (6) Finance; (7) Information and Education; (8) Fish Management; (9) Game Management; and (10) Law Enforcement.

Attached to the Department are six citizen boards advisory to the Conservation Commission ranging from forestry to the recreation industry. Department staff members serve these in a liaison capacity. One of these groups, the Wisconsin Conservation Congress, is made up of county committees elected by the local

residents and is concerned primarily with fish and game regulations.

Financing is derived from several sources including fees, concessions, gifts, earmarked revenues from the sale of hunting and fishing licenses, Federal grants, a forestry mill tax, a 1-cent tax on cigarettes, forestry revenue, and specific appropriations from the State general fund. In addition, the State allots certain gasoline tax revenues to a State park and forest road fund for maintenance and construction within those areas.

PROGRAMS AND ACTIVITIES.—Outdoor recreation resources in Wisconsin are widely held. Thus, of more than 5 million acres of forests in public ownership in the State, counties and local governments own about half (particularly under the law which encourages the development of county forests), and the State and Federal Governments the other half. The Department of Conservation has under its jurisdiction about 380,000 acres of forest lands, about 19,000 acres of parks, and some 190,000 acres of game and fish management lands. It has leased, in addition, about 300,000 acres of public hunting and fishing lands and has management and recreation use controls over the approximate 2,202,000 acres of county forest crop land, 1,137,000 acres of interior surface waters in lakes and rivers, and 6 1/2 million acres of outlying waters in the Great Lakes.

Administration by State agencies has been focused primarily on conservation practices on these lands. In 1961, however, the Governor proposed a new program which was adopted by the State legislature and authorizes an expenditure of \$50 million over a 10-year period, \$33 million of which will be expended in developing park and forest recreation resources. One aspect of the program will provide assistance to local governments, particularly metropolitan governments, in acquiring rural recreation areas. Another unique proposal within the general 10-year plan is that of purchasing easements rather than fee titles to land in an attempt to conserve funds. The proposed program will be financed largely with a 1-cent increase in cigarette taxes. Funds for the first biennium are allocated directly to several participating agencies with the Conservation Commission receiving over \$8 1/2 million. A State recreation committee will review projects and fund allocations in future years.

Aside from the proposed master plan for development, the Conservation Department has undertaken long-range planning in a number of fields, including forestry, parks, game, and fish management and the inventorying of basic resources. A law passed in 1961 requires a planning report to the Governor each odd-numbered year. Some of the goals of these programs are: (1) an inventory and classification of the State's surface waters; (2) recommended zoning of lands in agricultural counties for community recreation use, with special attention to wetlands and sites for public hunting and fishing grounds; (3) a survey of private land management practices to determine which are beneficial to public conservation practices; and (4) study of

park and forest opportunities in relation to recreation and forestry use and in cooperation with local communities.

Special attention has been given to the problem of public access to lakes and streams. The principle of public access is written into the State's constitution and a new statewide access program was authorized by law in 1959. Responsibility for actual development of such access roads lies with local governments which are to be assisted with a fund of \$100,000 annually appropriated from highway funds (for use on State-owned lands only) plus \$130,000 each biennium from Conservation Department funds to be made available on a 50-50 cost-sharing basis to counties and towns making application for acquisition or development of new access points.

This Department has published numerous reports on recreation use of parks, forests, and other State properties and has plans for future operations on over 200 separate project areas.

Department of Resource Development

AUTHORITY.—The Department of Resource Development was established in 1959. Chapter 109 of the Wisconsin Statutes states the purpose of the Department as that of promoting the development and the maximum wise use of the natural and human resources of the State so as to provide a balanced and dynamic economy. To this end, it prepares, maintains, and regularly reviews long-range plans; has general authority to administer planning, development, and promotional activities of the State; functions in an advisory capacity to the Governor and State agencies; assembles and provides information, ideas, and research results to individuals and agencies; and has authority to do research and advance proposals in its own right to stimulate an expanding economy.

Specifically regarding recreation, the Department is authorized to employ a recreation specialist to provide advice and assistance to persons or groups in the recreation industry, to survey needs of the recreation industry, and to cooperate with all interested parties in recreation development. The Department may designate lands for consideration for development as parks, parkways, recreation areas, historic sites, educational areas, natural scenic areas, and other such projects. In addition, the Department employs a port specialist who, besides regular port development duties, plans recreation development for pleasure boating.

Under chapter 427, laws of 1961, the Department is given funds for a Lake Superior south shore study and assistance to municipalities in metropolitan areas for park area land acquisition.

ORGANIZATION.—The Department is headed by a director who is appointed by and serves at the pleasure of the Governor. It consists of four Divisions: (1) Planning; (2) Industrial and Port Development; (3) Recreation; and (4) Economic Research. It utilizes a citizen group known as the Resource Development Advisory Committee.

PROGRAMS AND ACTIVITIES.—The Department, with the cooperation of the University of Wisconsin, pub-

lished, in 1960, a series of "Wisconsin Vacation-Recreation Papers," covering such subjects as hunting, skiing, camping, and vacation patterns. The studies were conducted primarily for the purpose of making recommendations to improve the economy by improving vacation and tourist facilities in the State.

The Department has also begun work on a State plan which, in the first phase, will include an analysis of and planning for transportation (rail, air, highway, and water), State facilities, economic and population growth, land use and recreation. Thus, planning for recreation will not be single purpose or done in a vacuum, but will be closely coordinated with the other elements of the State plan. Recreation resource planning will be analyzed in conjunction with studies of recreation use groups. This plan will integrate and coordinate with the long-range plans of other State and Federal agencies with resource management and planning functions in Wisconsin.

Other Agencies

STATE HIGHWAY COMMISSION.—Since 1932, the Highway Commission has administered a roadside improvement program. Besides constructing and maintaining waysides, table sites, scenic overlooks, and historical marker sites, the Highway Department has recently embarked on a program of acquiring restricted-development easements along certain scenic stretches of the Mississippi River. The easements allow the Commission to control billboards, construction, tree removal, dumping, and subdivision. The Governor, in 1961, proposed an expansion of the "scenic easement" program along major highways for the next 10 years. Under chapter 427, laws of 1961, the Commission is given new funds for acquisition of scenic easements and development of overlooks, waysides, and historic markers.

HISTORICAL MARKERS COMMISSION.—The Commission consists of the heads of the Conservation Department, Highway Commission, Department of Public Instruction, the Planning Division, and the State Historical Society. It is responsible for planning, developing, and publicizing a uniform system of markers for significant historical, archeological, geological, and legendary sites within the State.

STATE HISTORICAL SOCIETY.—A trustee of the State, the Society also operates as a private institution. Approximately 23 percent of funds allocated for the development and administration of historical sites is provided by the State, biennially. The society is presently responsible for five historic sites. In addition, the Society does the preliminary screening for the Historic Markers Commission and works cooperatively with the Conservation Department on the maintenance of historic sites which are located in State parks. The supervisor of the Office of Sites and Markers in the Society is responsible to the director of the society.

STATE LAND COMMISSION.—The commissioners of Public Lands have authority over the school, university, and other public lands. Such lands are open to

hunting, fishing, and other types of recreation use although the Commission does not provide recreation facilities of any type. The commissioners are the secretary of state, State treasurer, and attorney general.

COMMITTEE ON WATER POLLUTION.—The committee, composed of the State chief engineer, a representative of the Public Service Commission, a representative of the Conservation Commission, a representative of the Board of Health and the State sanitation engineer, exercises general responsibility over the administration and enforcement of water pollution laws in conjunction with the State Board of Health and the Conservation Department.

PUBLIC SERVICE COMMISSION.—The Public Service Commission is the agency responsible for navigable waters in the State of Wisconsin. It is their responsibility to review and issue permits and hold hearings relating to irrigation, dams, channel improvements, enlargement of waterways, and lake and stream fills. In their review of proposals affecting the navigable waters of the State they are required by law to give due and careful consideration to recreation and conservation values. The Conservation Commission has the right under the law to refuse consent to permits for irrigation from trout streams and sand blankets in lakes and streams.

STATE RECREATION COMMITTEE.—The purpose of the Committee is to promote, encourage, and coordinate a long-range plan to acquire, maintain, and develop for public use those areas of the State best adapted to the development of a comprehensive system of recreation facilities in all fields, including without limitation: parks, forests, camping grounds, fishing and hunting grounds, scenic areas, waters and highways, boat landings, beaches, and other areas of public access to navigable waters, and to facilitate and encourage the fullest public use thereof.

It is the function of the Committee to coordinate the expenditure of approximately \$50 million over the next 10 years for an outdoor recreation and resource development program to be allotted approximately as follows: \$33 million, State park and forest recreation areas; \$9 million, fish and game habitat; \$3 1/2 million, youth conservation camps; \$2 million, to protect scenic resources along highways; \$1 1/2 million, for creation of new lakes under the Federal small watershed program; \$1 million in State aids to help metropolitan areas acquire rural recreation lands; \$500,000 in State aids to help counties, owning lands entered under the forest crop law, develop recreation facilities; \$392,000, for tourist information centers; \$270,000, for careful planning of future projects and priorities; and \$50,000, for a survey of the Lake Superior region recreation potential.

The State Recreation Advisory Committee consists of the Governor as chairman ex officio, the director of the Conservation Department, the chairman of the State Highway Commission, the director of Public Welfare, the chairman of the State Soil and Water Con-

servation Committee, and the recreation specialist in the Department of Resource Development.

The Committee shall:

Recommend to each successive legislature the appropriations necessary from the cigarette tax fund to accomplish the priorities established for the following biennium, provided that such recommendations include all projects which have been activated and for which funds have been allotted, and which have not been completed during the preceding biennium;

Coordinate the development by its member agencies of a long-range plan for the acquisition and capital improvement of areas necessary for a statewide system of recreation facilities to be recommended to the legislature; and,

Develop and disseminate a long-range plan for the fullest utilization of all the recreation assets of the State.

The Committee may reimburse other State agencies for necessary services. When it appears to the Committee that there is an overlapping of authority or responsibility between member agencies in the completion of any priority, the Committee shall negotiate a cooperative agreement for completing the priority among the agencies concerned. The Committee may retain necessary consulting services. The Committee is attached to the executive office for administrative purposes only.

In the fulfillment of its purposes, the Committee may receive such gifts and grants of money or property or services as are not otherwise provided for in the statutes. The proceeds of such gifts or grants of money or property may be expended for the purpose of the gift or grant.

STATE SOIL AND WATER CONSERVATION COMMITTEE.—The Committee consists of the directors (or representatives) of three State agencies most greatly concerned with soil erosion problems, and four practical farmers appointed by the Governor for terms of 3 years each. The Secretary of Agriculture of the United States also is invited to appoint a member to the committee, and traditionally this is the State conservationist of the U.S. Soil Conservation Service. Under chapter 427, laws of 1961, this agency is given an appropriation for creation of recreation lakes in connection with flood control structures in southwestern Wisconsin.

DEPARTMENT OF PUBLIC WELFARE.—This large State Department is made up of five Divisions administered by a director appointed by a nine-member policyforming regulatory and advisory Board of Public Welfare. Under chapter 427, laws of 1961, a substantial appropriation is made to this agency for the construction and operation of youth conservation camps. The Conservation Department would cooperate in this work program, and outdoor recreation projects should benefit from it.

NATURAL RESOURCES COMMITTEE OF STATE AGENCIES.—This Committee consists of 17 members

(with the Governor as chairman) from 11 State agencies or offices with specific interests in natural resource management, planning, or control. It is made up of 5 subcommittees and 9 "working groups" containing in all about 100 individuals including representatives from Federal agencies and citizen members. The Committee reports to the legislature and the joint legislative council and is interested in such matters as recommending desirable legislation, coordination of interagency problems and activities, collection and dissemination of resource inventory data, and long-range planning. The Committee has been active for more than a decade and in 1956 published a comprehensive inventory report on "The

Natural Resources of Wisconsin," including recreation aspects.

STATE BOARD FOR PRESERVATION OF SCIENTIFIC AREAS.—This Board of five men from State colleges and scientific institutions appointed by the Governor has been operating for 10 years for the purpose of selection, acquisition, preservation, and management of natural areas which have special ecological features of value for educational purposes. To date over 30 such units have been set aside, and as they usually are located within the boundaries of State parks or State forests, they tend to enhance the recreation values of such areas.

WYOMING

The principal agencies involved in recreation are the Wyoming Game and Fish Commission and the State Parks Commission. Other agencies are peripherally involved: the Wyoming Highway Department, the Wyoming State Archives and Historical Department, the Wyoming Natural Resources Board, and State Board of Land Commissioners.

Game and Fish Commission

AUTHORITY.—The Commission in its present form was established in 1957. It is authorized to fix season and bag limits; to open, shorten, or close seasons on any species or sex of game animals, protected animals, fur-bearing animals, game birds, and fish or fishes; to acquire lands and waters in the name of the State by purchase, lease, agreement, gift, or devise which is suitable for fish hatcheries, rearing ponds, and bird farms; to enter into cooperative agreements with educational institutions and with other agencies to promote wildlife research; to supervise the waters of the State pertaining to the protection, management, and propagation of fish and all fish culture of a public nature; and to issue licenses and permits. The Commission has the power to acquire land by eminent domain as well as the authority to acquire title in all other ways, such as purchase, gift, etc. It can and does enter into lease and easement arrangements with landowners in order to gain hunter and fisherman access.

The Commission's income is derived from license sales, fish hatchery land income fund, interest from the State treasurer, office receipts, and reimbursement from Federal aid.

ORGANIZATION.—There are eight members of the Commission, one of whom is the Governor. The other seven members are appointed by the Governor with the advice and consent of the senate, and not more than four of them can be of the same political party. They serve for 4-year staggered terms. The staff consists of a director and Division heads. There are five Divisions: (1) Game; (2) Technical Services; (3) Information and Education; (4) Fiscal; and (5) Fish.

The Governor may remove any commissioner for inefficiency, neglect of duty, or misconduct in office.

The Commission's work in the field of outdoor recreation is financed from revenues received from fees and charges and from Federal funds.

PROGRAMS AND ACTIVITIES.—The Commission has a 5-year plan on game and fish. This plan consists of acquiring fishing access roads, ownership of stream beds, and development of the present holdings by setting up camping and picnicking areas. There is also a plan for the acquiring of a big game winter range. The development of two areas for migratory and up-land game birds will take another 5 years. Hunting and fishing pressure and harvests are determined annually. Statistical analysis of hunter questionnaires are used on all game species and fishing harvest data

are determined by statistical analysis of creel census records.

State Parks Commission

AUTHORITY.—The State Parks Commission was established in 1953 and its authority revised substantially in 1957. Its jurisdiction includes the acquisition of land, naming of parks, and lease and operation of parks, campgrounds, and recreation grounds belonging to the State.

ORGANIZATION.—The Commission has a membership of five, of whom two members are ex officio: the game and fish commissioner and the State engineer. The other three commissioners are appointed by the Governor with the consent of the senate. They serve 3-year staggered terms of office. The Commission employs a director to supervise seven attendants who maintain the agency's parks.

The Governor has the power to remove any member of the Commission for negligence of duty, incompetence, or improper conduct.

Revenues are derived from appropriations, concession leases, and agricultural, grazing, and cabin leases.

PROGRAMS AND ACTIVITIES.—The parks under the administration of the Commission are: Alcova State Park (by lease to Natrona County), Big Sandy State Park, Boysen State Park, Buffalo Bill State Park, Glendo State Park, Guernsey State Park, Keyhole State Park, and Seminoe State Park. Minimum basic facilities have been provided in these areas and include pit toilets, fireplaces, picnic tables, and refuse cans. Contracts have been let for water on all areas. Concessions have been leased on Alcova, Buffalo Bill, Boysen, and Guernsey. These are being developed to supply such things as boat rentals, boating supplies, fishing supplies, boat moorings, and water sports.

These areas are all on Bureau of Reclamation reservoirs. Under a memorandum of understanding the Bureau of Reclamation turned over these areas to the Commission for a 25-year period with option to renew for another 25 years. This memorandum made certain reservations which the Commission must follow in any recreation development of reservoir areas. Since the creation of the Commission, there has been a rapidly increasing interest in camping and boating which is apparent on the reservoirs. Approximately 50 percent of Wyoming is under the supervision of some government agency. Consequently, there is close cooperation between the Commission and these Federal programs: Bureau of Reclamation, Soil Conservation Service, National Park Service, Forest Service, and the Bureau of Land Management.

Other Agencies

HIGHWAY DEPARTMENT.—The primary function of this Department is to build and maintain the highways

of the State, and to develop roadside parks. These parks are called "roadside tables," and are not intended to serve as recreation areas. At the present time, there are 57 roadside parks located on the State highway system, and 3 additional parks are under construction. Aside from the roadside park program, the Highway Department has built and maintained during the past 15 years, 26 turn-out areas where historical and point-of-interest signs have been erected. The Department publishes a "Roadside Park Map," as well as other maps.

WYOMING STATE ARCHIVES AND HISTORICAL DEPARTMENT.—This group has jurisdiction over monuments and historical landmarks in the State. It is financed by appropriations from the Governor.

WYOMING NATURAL RESOURCE BOARD.—This Board is charged by law with the fullest development of the State's natural resources, including water, minerals, forests, and industry. It is a bipartisan commission, appointed by the Governor and consisting of nine members representing each of the seven judicial districts and two members from the State at-large. The Governor, State engineer, president of the University, highway commissioner, game and fish commissioner, and agriculture commissioner serve as ex officio members without voting power. The

Board does not have the power of eminent domain and any land which might be acquired would belong to the State. As for financing, the Board is dependent upon appropriations from the legislature.

STATE BOARD OF LAND COMMISSIONERS.—The Division of Forestry of this agency employs professional foresters to see that forest lands are under scientific management, and utilize techniques such as proper cutting practices, reforestation, fire protection on all State and private lands, insect control, watershed management, and cooperation in research fields. A forest inventory is being conducted which will bring about multiple-use management of these forest lands and recreation is one of the major classifications. The Board has the power of eminent domain, granted by the constitution and clarified by legislation. It enters into lease and easement agreements.

There is an Arid Land Fund for use of water development on arid lands. Expenditures from this fund are made only with the consent of the legislature. Other income comes from the Clarke-McNary Act or cooperative fire control program. The State, in cooperation with various counties, is reimbursed for expenditure for fire suppression on State and private forested and nonforested watershed lands.

THE ADVISORY COUNCIL

The act establishing the Commission provided for an Advisory Council consisting of Federal liaison officers from agencies having a responsibility for outdoor recreation and 25 other members representative of various major geographical areas and citizen interest groups. The following persons served on the Council.

FEDERAL LIAISON MEMBERS

Department of the Treasury
A. Gilmore Flues
Assistant Secretary

Department of Defense
Carlisle P. Runge
Assistant Secretary

Department of Justice
Robert F. Kennedy
Attorney General

Department of the Interior
Stewart L. Udall
Secretary of the Interior

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Small Business Administration

Frederick Stueck (deceased)
Commissioner
Federal Power Commission

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At the request of the Commission, the Governors of the 50 States, Puerto Rico, and the Virgin Islands appointed contact officers to provide an orderly and effective means of cooperation. The following are the persons who served in this capacity during the work of the Commission. In cases where more than one contact officer is listed, the first is the one serving at the time of publication of this report.

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Arkansas

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Thomas W. Morse
Superintendent of State Parks
Department of Conservation and
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Oklahoma Planning and Resources
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Parks and Recreation
Administration

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Director
State Park and Recreation
Commission

Chester J. Olsen
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Department of Resource
Development

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Harold Odde
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State Parks Commission
Kenneth W. Larkin
Commissioner
State Parks Commission

ORRRC STUDY REPORTS

Page counts are estimates. All are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.

1. Public Outdoor Recreation Areas—Acreage, Use, Potential, 260 pages, prepared by the Commission staff, presents a description and analysis of all nonurban public designated recreation areas in the 50 States, Puerto Rico, and the Virgin Islands. Nearly 10,000 named areas, and an additional 15,000 small areas, are included, with pertinent data on their acreage, location, and management agency. Areas containing more than 40 acres are evaluated and analyzed in terms of visits, use pressures, major activities, facilities, number of employees, and future expansion potential. This study contains a separate inventory of recreation use of military areas, public domain, and Indian lands in the United States. Definitions and procedures utilized in the study are included.

2. List of Public Outdoor Recreation Areas—1960, 190 pages, prepared by the Commission staff, contains the names of approximately 10,000 recreation areas, grouped by State and managing agency, and provides data on their acreage and county location. Additional aggregate data for minor recreation areas, such as waysides and picnic areas, are included. Data on areas are presented by census region, management agency, and size category. Definitions and procedures utilized in obtaining these data are included.

3. Wilderness and Recreation—A Report on Resources, Values, and Problems, 340 pages, prepared by The Wildland Research Center, University of California, Berkeley, presents a comprehensive discussion and analysis of wilderness preservation. The study contains an inventory of 64 areas, containing approximately 28 million acres. It discusses traditional concepts of wilderness, various approaches to its economic evaluation, and basic legal and administrative considerations and problems involved in wilderness preservation. An evaluation is made of the commercial potential of existing wilderness areas—timber, grazing, water, and mineral resources. An analysis of the social and economic characteristics of wilderness users is based upon a sample survey carried out in three specified areas.

4. Shoreline Recreation Resources of the United States, 150 pages, prepared by The George Washington University, contains an analysis of the Great Lakes and ocean shoreline of the contiguous States, and presents a detailed State-by-State summary of quantitative and qualitative factors affecting their recreational use. It includes a classification of national shoreline resources—beach, marsh, and bluff. Problems of private ownership, access, and suitability are discussed, and recommendations are made.

5. The Quality of Outdoor Recreation: As Evidenced by User Satisfaction, 95 pages, prepared by the Department of Resource Development, Michigan State University, presents the findings of a study designed to test the usefulness of user satisfaction as a measure of area quality. This study is based in part upon a user survey of 24 recreation areas, Federal, State, and local. Data from the survey are summarized and evaluated in terms of socioeconomic characteristics and activities engaged in. Field appraisals of various elements which affect quality—facilities, physical characteristics, cleanliness, degree of congestion—of each site were carried out by a team of resource technicians to provide a framework for relating and assessing the survey findings. An analysis is made of the validity of employing expressions of

user satisfaction as a measure of area quality, and the resulting implications for public policy are discussed.

6. Hunting in the United States—Its Present and Future Role, 180 pages, prepared by the Department of Conservation, School of Natural Resources, The University of Michigan, examines the forces affecting game supply and summarizes a State-by-State survey of factors influencing hunting in the 48 contiguous States. Attention is given to wildlife regulations, limitation of hunting access, public hunting areas, fee hunting, and shooting preserves. The significance of land-use trends and Federal land-use programs as they affect game supply are evaluated. Problems affecting State game agencies are analyzed and suggested solutions are offered.

7. Sport Fishing—Today and Tomorrow, 130 pages, prepared by the Bureau of Sport Fisheries and Wildlife, U.S. Department of the Interior, presents an appraisal of fishing as a form of recreation in the United States and includes a State-by-State survey of the problems of supply, status of fishing waters, and management policies and responsibilities. It covers present and future supply of both warm- and cold-water fish and makes projections of the status of sport fishing in the years ahead. It summarizes the future prospects by regions.

8. Potential New Sites for Outdoor Recreation in the Northeast, 170 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, presents the findings of a study designed to determine the existence of potential recreation sites of 30 acres or more, currently in private ownership and located in the 10 densely populated Northeastern States. The location of sites is based upon an analysis of aerial photographs. Site potentiality is determined according to land type, recreation suitability, and proximity to major metropolitan concentrations. Case studies carried out in New Hampshire, Pennsylvania, and Connecticut are utilized to illustrate ownership patterns, problems, history of land transfer, current land use, and availability for public purchase. The report describes procedures used by and available to State agencies for land acquisition and development.

9. Alaska Outdoor Recreation Potential, 50 pages, prepared by The Conservation Foundation, appraises the major factors affecting the development of Alaska's recreation potential. It discusses land control and disposition patterns and economic development problems. It evaluates the present status of recreation, examines the essentials of sound recreation planning, and concludes with a summary of current problems and recommendations for future development of Alaska's recreation potential.

10. Water for Recreation—Values and Opportunities, 130 pages, prepared by the Geological Survey, U.S. Department of the Interior, presents an analysis of future water-based recreation in the United States. It relates recreation uses of water to other types of water development and discusses the importance of including recreation in the planning of water resource projects. The problem of access is discussed, and the effects of such factors as water quality and reservoir management upon recreation use are analyzed.

11. Private Outdoor Recreation Facilities, 150 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, consists of two parts. The first reports on a mail survey of private owners of recreation facilities such as resorts, dude ranches, campgrounds, ski areas, vacation farms, and resort hotels, and includes a partial inventory from secondary sources of industrial recreation areas, including large commercial timber holdings. The second phase of the study is a qualitative appraisal of 66 cases representing various types of private recreation facilities scattered

throughout the United States. Included is a discussion of such factors as type of specific activities provided, amount of land used, number of visitors, fees charged, problems encountered, and plans for expansion.

12. Financing Public Recreation Facilities 100 pages, prepared by the National Planning Association, contains an analysis of the difficulties involved in obtaining long-term financing for recreation facilities. The role of concessioners is the principal focus with particular emphasis on factors such as Federal policy, short season, contract provisions, and general philosophy. Some consideration is given to State policies. The analysis is supplemented by 18 case studies of concession operations on Federal lands and the approach of seven selected States: California, Indiana, Kentucky, New Hampshire, New York, Oklahoma, and West Virginia.

13. Federal Agencies and Outdoor Recreation, 130 pages, prepared by The Frederic Burk Foundation for Education, San Francisco State College, presents a descriptive analysis of the organizational and administrative structure of Federal agencies concerned with outdoor recreation. While the traditional Federal land-managing agencies receive primary consideration, attention is also given to other agencies which indirectly affect the total supply of outdoor recreation opportunities. The study is focused upon recreation program objectives and policies of the agencies. Important problems encountered are analyzed, and opportunities for more effective program coordination and cooperation are identified.

14. Directory of State Outdoor Recreation Administration, 195 pages, a Commission staff project based on an American Political Science Association study, presents a State-by-State description of recreation administration. It is designed to serve as a directory of State agencies concerned with outdoor recreation, together with a brief description of agency authority, organization, and programs. Attention is given to significant or unique activities or administrative features.

15. Open Space Action, 60 pages, prepared by William H. Whyte, deals with ways and means of acquiring open space in the fast developing areas of this country. Part I is a brief history of significant Federal, State, and local developments in open space action. Part II contains observations and guidelines for open space action programs. Specific recommendations for action by all levels of government are presented in part III. An appendix contains examples of Federal and State legislation, tax abatement measures, easement forms and costs, and plans incorporating new devices such as cluster development.

16. Land Acquisition for Outdoor Recreation—Analysis of Selected Legal Problems, 60 pages, prepared by Norman Williams, Jr., reviews the constitutional power of State and local governments to acquire land by purchase or condemnation for recreational purposes and for related open space, and the constitutional power of the Federal Government to condemn land for such purposes. The study also examines legal problems involved in acquiring easements and other less-than-fee rights in land for recreation and open space.

17. Multiple Use of Land and Water Areas, 45 pages, prepared by John Shanklin, discusses multiple use both in a statutory and in a management sense and analyzes the relationship of recreation to other uses of land and water. It reviews the multiple-use concepts of the land management agencies of the U.S. Government and includes sections on multiple use at the State level and on private land. The volume contains sections on multiple-use criteria and suggestions for multiple-use management of public lands. Comments on the study from Federal, State, and private land management agencies are included in the report.

18. A Look Abroad: The Effect of Foreign Travel on Domestic Outdoor Recreation and a Brief Survey of Outdoor Recreation in Six Countries, 45 pages, prepared by Pauline Tait, discusses the effect of Americans going abroad as a substitute for major outdoor recreation trips in this country and the impact upon our own outdoor recreation resources of foreign travelers coming to this country. It presents travel projections to the years 1976 and 2000. A second part contains a brief review of outdoor recreation programs in Great Britain, France, West Germany, Denmark, The Netherlands, and Japan. Attention is directed to innovations that might be applicable in this country.

19. National Recreation Survey, 300 pages, prepared by the Commission staff on the basis of data collected by the Bureau of the Census, contains the tabular results and analysis of a nationwide survey of the outdoor recreation habits and preferences of the American people 12 years of age and over. These data are derived from four separate samples, each involving approximately 4,000 interviews. Tables show various participation rates by activity and region, according to age, sex, place of residence, education, occupation, and race. Activity rates are also shown by state of health, physical impairment, and size of community. Activity preference and data on vacation trips and outings are expressed according to selected socioeconomic characteristics. Estimates are made of expenditures, proportion of leisure time devoted to outdoor recreation, and other factors. Descriptive analyses of the results of the survey include socioeconomic factors associated with participation in 17 specified outdoor activities; expenditures on vacations, trips, and outings; and background factors associated with participation in certain groups of activities.

20. Participation in Outdoor Recreation: Factors Affecting Demand Among American Adults, 100 pages, by Eva Mueller and Gerald Gurin with the assistance of Margaret Wood, contains the results of a survey conducted by the Survey Research Center, The University of Michigan. It discusses the effect upon participation of income, education, occupation, paid vacations, place of residence, region, sex, age, life cycle, and race. Included are discussions of outdoor recreation in relation to leisure-time use, vacation and weekend trips, parks and recreation areas. It contains a chapter on camping. The study is based upon 2,759 interviews with a representative sample of U.S. adults.

21. The Future of Outdoor Recreation in Metropolitan Regions of the United States, 640 pages, prepared jointly by the Commission staff and selected universities and planning agencies. One part describes the general characteristics of outdoor recreation activities and particular problems of metropolitan residents, including the problem of access. It contrasts present and future outdoor recreation opportunities against the backdrop of expanding urbanization. It contains separate studies of five selected metropolitan regions: New York-New Jersey-Philadelphia (The Institute of Public Administration), Atlanta (Center for Continuing Education, University of Georgia), St. Louis (Washington University), Chicago (Northeastern Illinois Metropolitan Area Planning Commission), and Los Angeles (University of California, Los Angeles). The central topic in each study is an analysis of the supply and demand aspects of outdoor recreation. In each case, central problems are identified and possible solutions suggested.

22. Trends in American Living and Outdoor Recreation, 315 pages, contains a group of essays dealing with the effects of current social and cultural trends upon future needs and preferences for outdoor recreation. These essays, prepared independently by recognized scholars in the behavioral sciences, are focused upon the

following topics as they relate to outdoor recreation: historical development; cultural change; demographic factors; the family; mass communications; physical and mental health; education; voluntary groups; political institutions; urban growth; and the planning process. Authors include Lawrence K. Frank, Herbert J. Gans, William J. Goetz, Morton Grossman, Philip M. Hanes, Max Kaplan and Paul F. Lazzarfield, Margaret Mead, Jan B. Nash, Harry S. Peckoff and Lowdon Wingo, Jr., Julian W. Smith, George D. Stoddard, and Melvin M. Weber.

23. Projections to the Years 1976 and 2000: Economic Growth, Population, Labor Force and Leisure, and Transportation, 511 pages, contains a set of four fundamental studies which project the size, distribution, income, leisure, and mobility of the American population to 1976 and 2000. The population studies are by the Commission staff, economic projections by the National Planning Association, labor force and leisure projections by the Bureau of Labor Statistics, U.S. Department of Labor, and the transportation study by A. J. Goldenthal, Washington, D.C. In addition to national aggregates, attention is directed to regional and State characteristics.

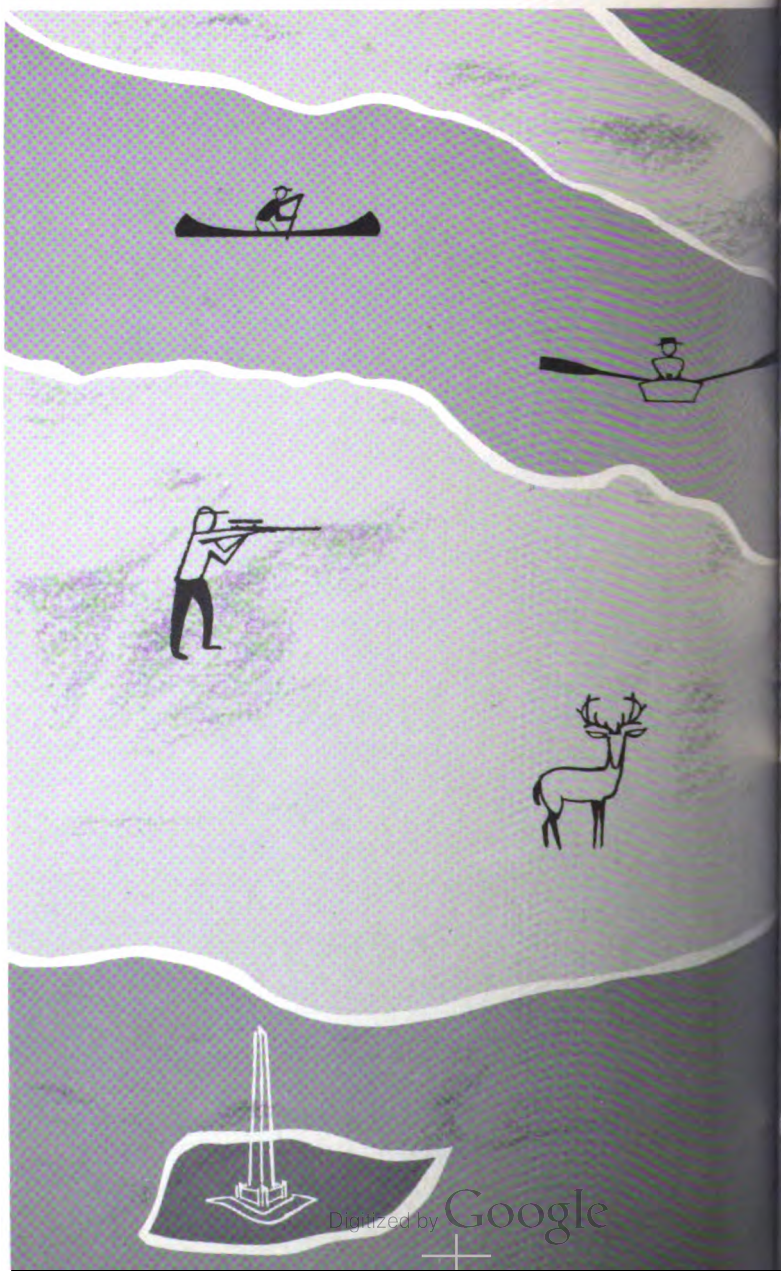
24. Economic Studies of Outdoor Recreation, 150 pages, contains a group of essays dealing with various economic aspects of outdoor recreation. Both theoretical and practical approaches are taken to some basic economic problems of recreation development, including those of investment, pricing, timing, benefit-cost evaluation, public-private relationships; and economic impact. Methods of economic analysis and evaluation utilized by various Federal resource development agencies are discussed. In addition to Commission staff, contributors include Marion Clawson, *Resources for the Future*; Arthur L. Moore, the National Planning Association; and Ivan M. Lee, University of California, Berkeley.

25. Public Expenditures for Outdoor Recreation, 90 pages, prepared by the Commission staff, indicates the total direct expenditures made by Federal, State, and local governments for providing outdoor recreation opportunities, facilities, and services during the period 1951-60. An analysis is made of the relative amounts spent within each State and each major census region, as well as among the agencies concerned, for land acquisition, development, construction, operation and maintenance. Appendix tables show detailed data on annual expenditures by level of government, by agency, and by objective.

26. Prospective Demand for Outdoor Recreation, 150 pages, prepared by the Commission staff, measures the needs and preferences of the American people for a number of outdoor recreation activities. This comprehensive analysis is based on data obtained from the National Recreation Survey, the Commission inventory, the metropolitan studies, and the essays concerned with trends and patterns of American life.

27. Outdoor Recreation Literature: A Survey, 100 pages, by the Library of Congress, discusses the problems of preparing a bibliography on outdoor recreation—the diversity of the field, and its relationship with other fields—and includes a listing, description, and assessment of some of the more important references. The discussion is divided into literature on resources and literature on users. Two appendixes contain separate bibliographies on leisure and intergovernmental problems.

"The outdoors lies deep in American tradition. It has had immeasurable impact on the Nation's character and on those who made its history. . . . When an American looks for the meaning of his past, he seeks it not in ancient ruins, but more likely in mountains and forests, by a river, or at the edge of the sea. . . . Today's challenge is to assure all Americans permanent access to their outdoor heritage."



OPEN SPACE ACTION

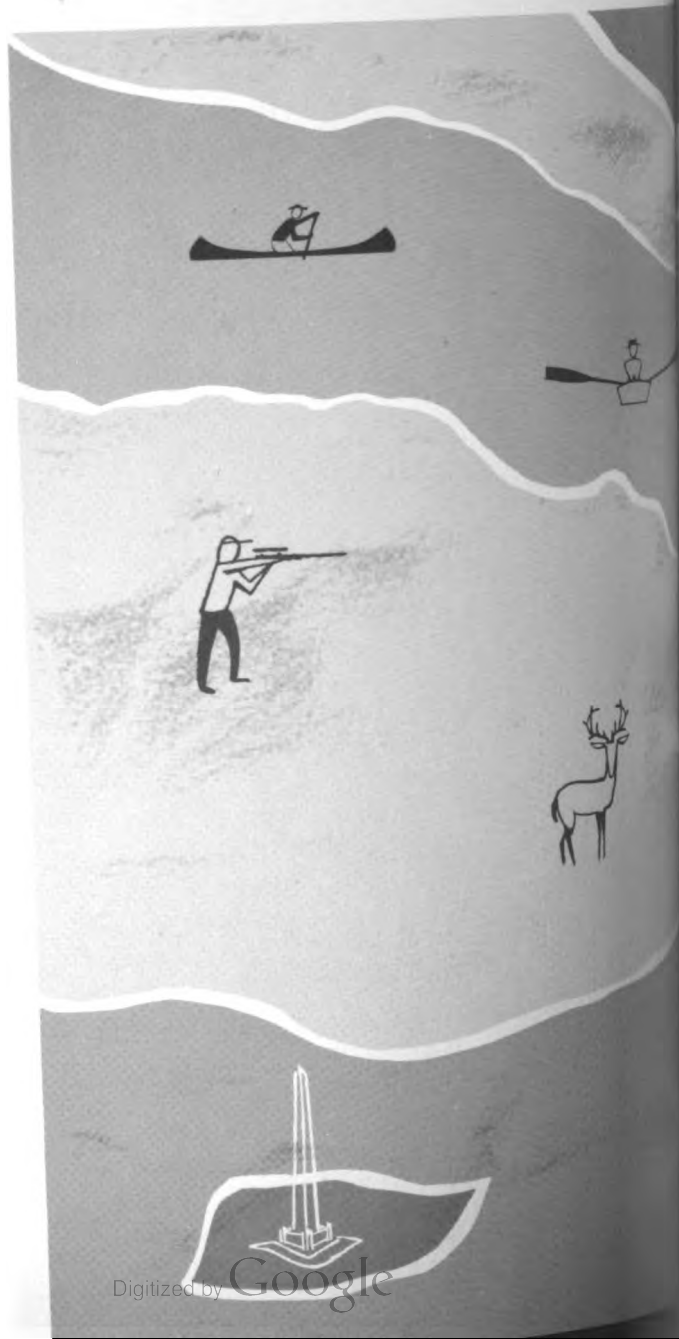
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A Report to the Outdoor Recreation Resources Review Commission



"The outdoors lies deep in American tradition. It has had immeasurable impact on the Nation's character and on those who made its history. . . . When an American looks for the meaning of his past, he seeks it not in ancient ruins, but more likely in mountains and forests, by a river, or at the edge of the sea. . . . To-day's challenge is to assure all Americans permanent access to their outdoor heritage."



AUG 28 1962

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OUTDOOR RECREATION FOR AMERICA

**The Report of the Outdoor Recreation Resources Review Commission
to the President and the Congress**

This report surveys our country's outdoor recreation resources, measures present and likely demands upon them over the next 40 years, and recommends actions to insure their availability to all Americans of present and future generations.

The first part of the 246-page volume reviews the place of outdoor recreation in American life, drawing largely on the finding of the Commission's expert studies. It describes the supply of recreation resources, the demand for recreation, the economics of recreation, and the problems of relating all three to assure present and future generations of the outdoor recreation opportunities they require. The second part contains recommendations for programs and policies, with chapters concerning the responsibilities of the Federal Government, the States, local government, and private enterprise. There are chapters on special problems of management, financing, water, and research. The report is for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C., for \$2.

Open Space Action

*Report to the Outdoor Recreation Resources Review Commission
by William H. Whyte*

Washington, D. C. 1962

OUTDOOR RECREATION FOR AMERICA

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Open Space Action

*Report to the Outdoor Recreation Resources Review Commission
by William H. Whyte*

Washington, D. C. 1962

Library of Congress Catalog Card Number: 62-60037

***ORRRC Study Report 15. For sale by the Superintendent of Documents,
U.S. Government Printing Office, Washington 25, D. C. Price 65 cents***

OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

The Outdoor Recreation Resources Review Commission was created by the Act of June 28, 1958 (Public Law 85-470, 72 Stat. 238). The task assigned to the Commission was to seek answers to the following basic questions:

What are the recreation wants and needs of the American people now and what will they be in the years 1976 and 2000?

What are the recreation resources of the Nation available to fill those needs?

What policies and programs should be recommended to insure that the needs of the present and future are adequately and efficiently met?

The Commission's report, *Outdoor Recreation for America*, which was presented to the President and to the Congress on January 31, 1962, contains the findings of the Commission and its recommendations for action required to meet the Nation's outdoor recreation needs in 1976 and 2000.

In the course of its work, the Commission obtained many special reports from its own staff, public agencies, universities, nonprofit research organizations, and individual authorities. It is publishing these reports because of their potential interest to officials at all levels of Government and to others who may wish to pursue the subject further. A descriptive list of the study reports appears at the end of this volume.

In the development of the findings, conclusions, and recommendations presented to the President and to the Congress in January 1962, the Commission considered this report and other study reports, but its conclusions were based on the entire study and on its own judgment. Publication of the study reports does not necessarily imply endorsement of them in whole or in part.

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Special Assistant to the Chairman

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Senators Frank A. Barrett of Wyoming and Arthur V. Watkins of Utah served on the Commission from its inception until January 1959. Senator Richard L. Neuberger of Oregon served on the Commission from its inception until his death in March 1960. Senator Thomas Martin of Iowa served from February 1959 until January 1961.

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**This study report was prepared for the
Outdoor Recreation Resources Review Commission
by William H. Whyte.**

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INTRODUCTION

Last year will probably go down as the breakthrough year in the saving of open space. Even the optimists could hardly have foreseen the wave of legislation that was put through in 1961, and a notable quickening in the number of pilot programs indicates that the momentum is building up. The amount of land that has actually been secured so far is not particularly great; the importance of the new programs is in the groundwork they are laying for much greater efforts ahead.

Here are the major developments:

The passage of the first large-scale State open space programs in New York, New Jersey, and Wisconsin, combining direct acquisition by the State and grants-in-aid to local governments.

The passage of State enabling legislation strengthening the power of local governments to acquire open space.

The passage of State constitutional amendments to keep assessments low on open space land—legislation that may open Pandora's box but which seems likely to get increased support.

The beginnings of a major shift in suburban land use: from the typical sprawl enforced by large-lot zoning to a more "clustered" pattern—houses grouped more closely, larger open spaces between.

Most important of all, the last minute passage of the \$50 million Federal open space grant program of the Housing Act of 1961—seed money that should be multiplied fivefold in State and local action.

Many other things took place—in wilderness legislation, for example—that this report cannot hope to cover. It is concerned primarily with open space action in our metropolitan areas. No hard and fast lines should be drawn, of course, but the metropolitan areas are where most Americans live, and how they are stimulated to act on their own open spaces can have a great bearing on how they think about the larger open spaces beyond—as users, and as voters.

The first four chapters are an account of the principal developments that have been taking place. Chapter 5 presents what the writer believes to be the major lessons that have emerged, and in chapter 6 are specific recommendations for further action.

It is the appendix, however, that may be the most useful part of this report. It is an effort to bring together in one place the kind of primary source material that will be of practical value to legislators, planners, lawyers, and citizens who are pressing for action.

The first part consists of the most significant recent legislation. Readers will note a somewhat incestuous relationship in the language of many of the acts, for the people who have been doing the pioneering job have profited very much by swiping

ideas from each other's legislation. May they continue to. No one act is a model, but in this incremental process, several common threads are emerging: a growing emphasis on coupling programs to overall planning, and a broadening of the public purposes to be encompassed by land conservation.

Some acts have been included which are geared to special situations but which possess broader relevance nonetheless. The Hawaii Land Act is an example; the very large landholdings in Hawaii pose a unique problem, but the basic concept embedded in the act—the direct exercise of the States' police power for land use control—should provide an experiment in zoning that all States would do well to watch.

Another significant bill is one proposed by Wisconsin's Department of Resource Development for the control of land use around interchanges. Like the Hawaii Act, it represents an effort for the direct exercise by the State government of zoning powers left to local governments. Whether or not it passes—it strikes many Wisconsin legislators as wildly radical—the enlarged concept of State planning that it represents may be an important straw in the wind.

Most open space legislation is passing with surprisingly large pluralities, but this is a fact many legislators don't know yet, and in many States the assumption that "the people aren't ready yet" continues to inhibit them. But now, at last, there are figures to nerve them; as the legislative history of 1961 proves, documentation of the political sex appeal of open space action can have a very stimulating effect on the undecided. In appendix C, therefore, are the precise voting figures on some of the principal legislation (with breakdowns in the case of New York and Maryland to show the relative importance of the rural-urban split).

Appendix D accumulates a lot of arduous legal work: model deed forms drawn up in various States have different types of easements, fishing rights, and gifts of land in fee, and gifts of easements. Also included are administrative regulations recently drawn up for the Wisconsin program.

While the new programs have not yet been able to furnish much hard data on easement costs, recent experience in New York and Wisconsin should be of help; included in the appendix is a complete record of easement costs in the Great River Road program to date. There is also a summary of the costs for the New York fishing rights program.

Finally, there are accounts, with maps, of five programs incorporating new approaches. There are undoubtedly other programs equally worthy of note; but these five are cited because they illustrate so well the great potential that can be unlocked with a little imagination.

LEGISLATIVE HISTORY

In January 1961 it was reasonably clear to people concerned with urban open space that a Federal program was several years away. State legislation was the thing to go for first, and if there was success on this front then, say by 1963, there might be enough popular support to press for a Federal act. Nevertheless, there was a good deal of interest when Senator Harrison Williams of New Jersey came up with a bill for a proposed Federal aid program.

It was way ahead of its time. The basic objective was to help save open space—not merely as an end in itself, but as a way of helping to shape future development as well. Senator Williams, who had also introduced a bill to help the metropolitan transportation problem, felt that such a program could serve as a powerful stimulus to local governments to do some comprehensive regional planning. Under his proposal, the Housing and Home Finance Agency would give grants to States and local communities for the purchase of land or conservation easements with the Federal share of the cost between 25 and 35 percent. To qualify, local governments would have to tackle the job of comprehensive planning, and if they did it with other governments on a regional basis, they would qualify for the maximum amount.

Senator Williams realized there wouldn't be much chance of getting it through for a year or so, but it would be a good vehicle for kicking the idea around; with luck, there might even be hearings that year. Ardee Ames, his legislative assistant, began circulating the bill to get suggestions.

Six months later, as title VII of the Housing Act of 1961, the open space program was a law of the land, and by August the first applications for grants were being received by the HHFA.

Of the major points that should be noted here, the first is that open space needs opposition. Many people think that open space is an almost incontrovertibly good cause—like being for motherhood and the flag. But that's the trouble; until the harsh test of a vote, it may not become apparent how much fighting is necessary and how many objections there are to be met. In the early stages of Senator Williams' proposal, nobody got very excited against it because few seemed very excited for it, and as a consequence, the exposition necessary for a new idea was hard to accomplish.

Then came a stroke of luck. On June 8, during the floor debate on the Housing Act, Senator Everett Dirksen launched a fierce attack on the open space proposal. He heaped it with ridicule, and he was in rare form. Never, he said, had he seen such an etymological piece of fantasy in his life. It should have come from the Committee on Aeronautical and Space Sciences! How careless can we be with the public purse?

There was a valiant counterattack on behalf of the cities, but the opposition was riding high. (Senator Dirksen: "I am fairly reduced to tears....") On a motion from Senator Case from South Dakota, an amendment deleting the whole open space program was put to a vote. At a few minutes before midnight, by the excruciating margin of 46 to 42, the amendment was carried.

But now people got mad. Support that had only been latent began to stir itself. The issues had been sharpened; the open space program wasn't just a well-meant cause; it had become interesting. Under the stimulus of opposition, Congressmen began to give much more attention to this new idea. It was only a tiny fraction of the housing bill, but by the time the final votes were reached, it had become, next to the controversial 40-year mortgage clause, the most thoroughly debated item in the bill. And it passed.

As the legislative history in the States also proves, open space proposals have a certain sleeper quality—they start slowly, but they gather support more quickly even than their proponents expect. Open space, in short, has political sex appeal—and one of the best ways of speeding up action is to get documentation of the fact to the right people.

Such documentation was vital in getting the proposal in the housing bill in the first place. Senator Sparkman, manager for the bill, had been understandably lukewarm; he was not against the open space proposal as such, but he had trouble enough on his hands with the omnibus bill, and he wasn't keen on putting anything else in it that wouldn't carry a good share of support. Was there, really, much active interest in the States?

There was indeed, and the voting records on recent legislation could prove it. There were only a few days to get this message across, and no organization to handle the job (see chapter 6, Recommendations), but phone calls, telegrams, and letters began coming in. There weren't a great many, but there were enough. At the very last minute, the subcommittee on housing put the open space proposal in the bill.

Obvious as it may be, one final point is worth scoring: the open space proposal got through because it was a good idea. There are many other reasons why it passed, of course: a little luck for one thing, and political handling by some of the top pros in the business—including, in the House, one of the most spectacular parliamentary maneuvers pulled off in years. But all this happened because the idea caught on, and what makes the legislative history exciting to follow is how it reveals this step-by-step acceleration of support.

The process began in the States. Just where and when, it is impossible to try and determine, but at

the risk of some oversimplification, we can trace two legislative threads. The first is in a succession of enabling acts to clarify the public purpose served by open space conservation and to give local governments more tools for the job. The second thread is in the recent State programs, providing the money for large-scale State and local acquisition.

In enabling legislation a good place to start is California. Back in 1959, citizens in Monterey County were trying to get an open space program underway. Fortuitously, the State senator from Monterey County, Fred Farr, had been one of the leaders in California conservation legislation. To give a hand to the Monterey effort, he went to work with State planner William Lipman on an enabling act. On the face of it, it was a modest measure; it authorized counties to acquire interests in land for open space conservation as well as the fee simple and to acquire the fee for leaseback subject to restrictions. Without too much trouble the bill was passed.

In principle, there had been nothing to prevent a county from doing this earlier if it had tried to—the importance of the bill lay in its statement of legislative purpose. For the first time, the public benefits served by open space were defined in terms of urban growth. It cited the whole constellation of benefits—scenic beauty, conservation of natural resources, and such—not from a concept which looked to open space as a barrier to urban development but as a part and parcel of it.

The act was contagious. Within 1 year, New York and Maryland had passed virtually identical legislation, and by mid-1961, Massachusetts and Connecticut had followed suit. The proponents of the legislation recognized that permissive legislation such as this could not accomplish a great deal by itself. Certainly it couldn't hurt though, and they recognized the statement of legislative findings as a good base for subsequent legislation.

The experience of the men who sponsored these bills is rather similar. Most of them were young men interested in conservation but who also sensed that open space was growing as a political issue—and that good conservation was good politics, too. Their instincts were to prove correct earlier than they had thought.

"My bill," one of them put it, "was the kind of bill you put into a hopper and let season for a year or so." To their surprise, they found that the idea grew on people rather quickly and that latent in it was a big emotional appeal. In going over the various floor debates in the different States, it is noteworthy how the different backers eventually warmed up to the same theme. The exposition would deal with economics, tax costs, and so on. When the real push came, however, there was one overriding refrain—our children. (Maryland's Blair Lee went a step further. In a spirited peroration on the floor, he said they were voting for or against our grandchildren.)^{1/}

^{1/}In the floor debate in the House on the Federal open space program, the same refrain was to appear. Congressman Rains, floor manager for the housing bill, said the issue was really very simple. He just couldn't understand, he said, why people could be against giving our children a place to play.

The initial enabling legislation didn't itself save much land, but it did do two very important things.

First, it put into currency the comprehensive concept of open space as a public purpose in its own right.

Second, it often coalesced a number of groups which had not hitherto been working in harness. When they found out that the initial legislation went through fairly smoothly, they were spurred on to go for more. In some States, furthermore, like Massachusetts, local conservation commissions were being set up. Such movements are slow at first, but as more and more citizens are involved in local programs, there can be something of a geometric progression in support for regional and State programs.

So far, however, no real money had been provided, and it seemed too early to hope for any really sizable program. New York was to change this. In 1960, Governor Nelson A. Rockefeller decided to go for a large-scale acquisition program with a bond issue for \$75 million. It was presented as a non-partisan measure; the Democratic minority went along, and by a heavy plurality the legislature voted to put the proposition on the ballot in the November election. A great deal of groundwork had already been laid by a number of organizations, and in the months that followed, there was a very impressive job of public education.

On November 8, the people voted roughly 3 to 1 in favor of the bond program, and in only a few rural upstate counties was the vote less than 50 percent. In most urbanized areas, the plurality went up to 4 to 1.

In New Jersey, Governor Robert B. Meyner was becoming increasingly interested in open space programs. He had asked his Conservation Department to come up with recommendations. Few expected a big money program—New Jersey has always had the reputation of being one of the most penurious of State governments—the bulk of its taxes being local property taxes. Nevertheless, the Conservation Department recommended a fairly complete program combining direct acquisition by the State and grants-in-aid to local governments. Governor Meyner liked the plan, and New Jersey was not going to be outdone by New York. In January 1961 he proposed the \$60 million bond issue to the legislature.

As in New York, support was immediate and widespread. Newspapers, conservation groups, garden clubs, etc., began beating the drums for it. In the hearings, there was very little opposition, and some of the leading Republicans, the minority party, asked to be cosponsors. The legislation passed both houses with overwhelming majorities, and in November the public approved it by a comfortable majority.

Next was Wisconsin. It was to provide the most outstanding demonstration of the political power of the open space idea. The situation was made to order for a test. Governor Gaylord A. Nelson was a strong conservationist; the legislature was dominated by the opposition (Republicans in this case), and he would have trouble getting anything passed for which he could not rouse overwhelming public support. Governor Nelson decided to make his major legislative proposal an open space program—and a big one.

Governor Nelson had had a new agency created, the Department of Resource Development, and he had it draw up the program. The State's Conservation Department, many of whose commissioners were of the opposition, would not be an ally. Even many of the professionals in the department thought that the program was too big, created administrative problems, relied on untested methods, etc. They recommended more study.

The final plan Governor Nelson recommended to the legislature in March called for the expenditure of at least \$50 million over the decade for the creation of new parks, wide-scale purchase of fishing rights, new building of lakes, and a program of grants to metropolitan areas. Under the act, a good bit more than \$50 million would be committed. There was to be a 1-cent increase in the cigarette tax, and the revenues would always be committed to the resource program.

Nelson started barnstorming the State. As the somewhat disgruntled legislature recognized, he had a package with tremendous political appeal. For one thing, the program was highly specific in the good things that were to be done in each community, and local newspapers, Republican or Democratic, responded enthusiastically. As far as special interest groups were concerned, there was something in it for everyone (though several resort operators didn't

feel so), but the biggest impact was on people in general. "The program," the Governor reiterated, "is for our children."

By May, when the hearings were held before both houses of the legislature, the opposition was somewhat entrapped, and while some of them grumbled about socialism and such, it was hard to stage a head-on attack on the program. The assembly approved the bill 92 to 2. In the senate, there was rough going, and on technical grounds a series of amendments were offered that would cut or delay the program. On amendment after amendment, the vote was 17 to 15. If one more member had switched to make it a tie vote, it could have been defeated, for the Lieutenant Governor was expected to break the tie in favor of the opposition. But the line held, and after the last amendment was defeated the senate voted 27 to 5 in favor. The bill was intact. The acquisition program is now underway.

The momentum is picking up. This January Governor David L. Lawrence of Pennsylvania proposed a \$70 million bond issue for open space; it has already passed the first test in the legislature. New York is going for an additional \$25 million to bring its program up to the \$100 million mark. In California Governor Brown proposed a \$100 million bond issue for open space; the legislature responded with a proposal for a \$150 million program.

Quite a year.

THE TAX APPROACH

Most of the legislation discussed so far takes a direct approach to land conservation. Another type is not addressed directly to open space but rather to relaxing the tax burden on people who own the open space—in particular, farms and golf clubs. If recent experiments are a clue, it is going to become a major political issue in many States.

The rationale for this legislation lies in the fact that assessment procedures can virtually tax land into development. On the edge of the metropolitan area, all will seem well for a while; so long as assessments reflect only the going market value of the land as farmland—\$400 an acre, let us say—the farmer is under no pressure to sell out. Once one landowner in the area sells to a subdivider, however, an inexorable chain of circumstances is set in motion. A new subdivision is built, and new people, with lots of children, move in. Unless the houses are in the \$35,000 and above range, the community generally has to provide such subdivisions more in services—and schoolrooms—than it can collect in taxes. Assessments, or tax rates, or both, must go up.

Farmers, of course, are of two minds about this kind of pressure. They certainly don't like higher taxes, but the same demand that helps push up taxes also can lead to a windfall, and farmers do like this. In as many cases as not, however, the windfall can be somewhat illusory. If the farmer who sells out wishes to continue in farming, he must find comparable land somewhere else. This is not as easy to do as many think, and the price of the land may absorb most of the presumed profit from the previous sale.

In the business of reaping windfalls, furthermore, the farmer is undercapitalized. He sells too soon. Economist Frederick Stocker of the U. S. Department of Agriculture has pointed out how difficult, in practice, it is for the farmer to hold out. "The typical farmer, I am convinced, lacks the financial strength to maximize his capital gain. At some point, he is forced to let his land go for what he can get and turn it over to an investor to whom annual taxes of, say, 1 percent of market value, are a small price to pay for the opportunity to hold a choice piece of undeveloped property. The real estate market in the rural-urban fringe, in other words, is much like a poker game, in which huge profits can be made by the bold, clever, and well financed. But the stakes are high, and the ad valorem tax serves to raise the ante. The usual result is that the farmer is bluffed out before the game gets fairly under way."

By and large, the assessors have been quite sympathetic to the farmer's point of view. Procedures vary widely from State to State and within States, but in most areas, there has been a considerable lag in raising farm assessments, even when the open market value of subdivision land has risen considerably. This respite, however, cannot continue long. As more sub-

divisions poke outward, the pressure on the assessor becomes too great. Bit by bit, the open land assessments are raised toward the going rate for subdivision land, and as they are raised, the more pressure there is on the farmer to start thinking of selling out himself.

To the farmer who wishes to keep on farming, the high assessments seem a gross inequity. His acreage is being taxed to support a service demand to which he does not contribute; his acreage, remaining open, calls for no additional facilities and produces no extra load on the school system. By remaining open, furthermore (and not contributing to the increased runoff that subdivisions create), it actually helps to moderate the service load on the community.

PREFERENTIAL ASSESSMENT

On these grounds farm groups in several States have pushed legislation for "preferential assessment." The provisions vary but essentially they tell the assessor to tax farmland on its farmland value alone, not on what a developer would pay for it. The term preferential is not a felicitous one, but it is a fair description of the approach, for it asks that exception be taken to the standard constitutional provision that one man's land be taxed the same as anybody else's—on the basis of fair market value. Obviously, such an approach raises strong constitutional problems, but it does have the virtue of simplicity, and farm groups have been pressing strongly for it.

Of all the experiments, Maryland's has been perhaps the most instructive. As elsewhere, it has had trouble in the courts, and the issue is by no means resolved, but the experience is one that should be studied by any group seeking special assessment.^{1/}

In the midfifties, most of the farmland in Maryland's rural counties was still being assessed, in practice, only on its farm value. In areas where the developers were moving up, however, the assessments were beginning to reflect this fact, and this was particularly true in Montgomery County next to Washington. With the support of the farm groups, Montgomery County Assemblyman Blair Lee in 1956 introduced a bill in the legislature declaring that farmland had to be assessed on the basis of its use as a farm and not as if subdivided or on any other basis. The bill was passed by a large majority.^{2/}

It was soon apparent, however, that the law raised some very difficult technical questions for assessors. How were they, for example, to determine just what constituted farm use and what was really only a facade for subsequent development? Next year, the law was expanded, and the State tax commission directed to

^{1/} See footnotes at end of chapter.

establish criteria to help assessors separate the farmers from the speculators.^{3/}

The courts would not go along. In 1960, the Maryland Court of Appeals declared the measure unconstitutional because it violated the uniform taxation clause of the State's Bill of Rights. The court also ruled that the act was wanting on the grounds of reasonableness and public purpose.^{4/}

The legislature went back to work. There was strong support for the idea of the law, and in making up a new version the legislature threw in the works:

"The General Assembly hereby declares it to be in the general public interest that farming be fostered and encouraged in order to maintain a readily available source of food and dairy products close to the metropolitan areas of the State, to encourage the preservation of open space as an amenity necessary to human welfare and happiness, and to prevent the forced conversion of such open space to more intensive uses as a result of economic pressures caused by the assessment of land at a rate or level incompatible with the practical use of such land for farming."

To take care of the courts and the constitutional questions, the legislature proposed two amendments that would make open space assessment part of the constitution. They were to be put to the voters in the November 1960 election.

It was in Montgomery County, next to Washington, that the assessment plan had first been put forward, and it was in Montgomery County that the opposition developed. A group, including several planners, set up a Citizens Committee for Fair Taxation and in a series of broadsides developed the case against the amendments. Their principal arguments deserve attention.

1. The tax change would not preserve open space. "The argument seems to be that if we keep taxes low on 'farmers' (or land speculators who farm their land), instead of letting assessments rise as market values rise, then the landowner will not be under pressure to sell. Thus 'farmers' will go on raising cows and vegetables in the suburbs, and we will have 'open spaces' in our growing city. This argument ignores the fact that it is not high taxes but high prices which induce most landholders to sell."

2. By reducing taxes on farmers, the burden would be increased for others.

3. If the farmers did hold on to their land, the price of other land would skyrocket. "Land speculation would become more acute. The size of suburban lawns would be reduced under the pressure of high prices. The county would have less money to buy park land, and the price of land would be higher."

4. The public would be unable to recoup the taxes conceded if the owner later sold out. "If the legislature wanted only to take pressure off farmers and not to distribute a bonanza to large landowners, it could have passed a law, such as some States have, which postpones the increase in taxes due to rising values, until the land is sold for nonfarm purposes. Such a law would not shift the burden to the home-

owner, but collect the back taxes when farms are sold for subdivisions."

These arguments did not have much effect on the voters, even in the urban areas. People got the general idea that whether or not this was too much of a break for the farmers, it would tend to keep some semblance of the lovely Maryland countryside. The amendments were approved with large majorities (see appendix for breakdown).

Before attempting an evaluation, let us trace the course of similar legislation in California. Here golf clubs were the prime movers. In San Mateo County, just south of San Francisco, nine private golf clubs found to their horror several years ago that the county assessor was determined to raise their assessments to the market value of comparable land in the area—and this was as high as \$11,000 to \$12,000 an acre. Taking a cue from the agricultural zoning experiment started by adjacent Santa Clara County, the golf clubs reasoned that they could be zoned for recreational use only. They then went to Sacramento and got the legislature to pass a law saying that in such zoned areas the assessor should consider only the open space use.^{5/} The assessor was unimpressed. He took his orders from the State constitution, he said, and this directed him to assess one man's land the same as anyone else's. He raised several of the golf clubs' assessments another notch.

The golf clubs pondered other approaches. One fairly simple one would be to give the county an easement ensuring a perpetual right in the continued openness of the property. As the assessor himself acknowledged, if they did this he could not then legally assess them on their potential subdivision value because legally there wouldn't be any potential subdivision value.

The golf clubs were not wildly enthusiastic over such a solution. Like the farmer, they would much prefer to have low assessments and the right to sell to a subdivider if later they so chose. They went to Sacramento again and this time got the legislature to propose a constitutional amendment that would make it mandatory for assessors to consider only the open space value. The amendment was put on the ballot for the November 1960 elections, and the golf clubs commenced a large-scale campaign for public support which very skillfully plugged the community benefits involved, for nongolfers as well as golfers. In November, the voters approved the amendment by a large majority. Heartened by this, California farm groups pressed for an amendment of their own, though, as we shall see later, they took a somewhat different tack.

What will be the effect of preferential assessment? Let us return to the Maryland experiment; despite the various court rulings and legislative changes, for all practical purposes the new law has been in effect for 4 years and several conclusions can now be drawn.

The first conclusion is that taxes on farmland have indeed been kept down. Last year, economist Peter House of the U. S. Department of Agriculture

^{3/} footnotes at end of chapter.

^{5/} See footnote at end of chapter.

checked to find out what the assessments on farmland would have been under the regular standards.^{6/} He found that in the more rural areas the law had had slight effect; in the five counties nearest urban centers, however, it had obviously spared the farmers a sizable increase in taxes. Using market value data provided by the assessors, Mr. House made a random sampling of somewhat over 10 percent of the farms in the areas and came up with these comparative figures:

County	Assessed value based on agricultural use	Estimated regular assessment	Percent reduction
Montgomery	\$109	\$196	44
Prince Georges	166	592	72
Baltimore	236	384	39
Howard	126	251	50
Carroll	127	191	34
5-county average	153	323	53

The reduction is in many cases hypothetical; law or no law, it has long been standard practice in many counties to assess farmland only on its farm value. Nevertheless, the loss in tax base, potential or actual, is considerable. Mr. House estimated that in Montgomery County, the indicated loss in tax base was 12.5 million in 1960, about 1 percent of the total tax base.^{7/} As urbanization continues, he believes, the loss in tax base is likely to increase each year.

There is another side to this argument, however. The tax base is part of an equation, another part of which is the cost of governmental services. If many of the farms had been subdivided, there would indeed have been a rise in assessments and, therefore, in the tax base. But would the county necessarily have come out ahead? As noted earlier, below a certain price range, the average new subdivision generally demands more community services than it produces in tax revenues. Conceivably, the open space assessment might produce a net credit, the lower tax base being more than offset by a lower service load. (This argument, it must be noted, is theoretical; no detailed analysis has been made of the comparative costs and revenues.)

The Maryland experience demonstrates that special assessment of farmland does pose some very difficult administrative problems. How, for example, do you estimate the value of land as farmland in an urban area? The usual guide, the going market prices of comparable land nearby, is not much help since there are very few farmer-to-farmer sales.

More difficult yet is the task of determining if land is being held for farming rather than speculation. Delving into motives is futile; every farmer is a potential speculator, and no one can be sure, the farmer included, just when the line is crossed. The assessor can deal only with facts, and the criteria developed by the State board of taxation are directed to one basic question: is it a bona fide

farm? Assessors have been given a list of 29 points to be covered, including such details as the acreage of land left idle, amount of fertilizer used, the amount of feed purchased, and where the owner lives most of the time.

Would assessors be zealous in applying such criteria? The Maryland experiment suggests that they would. There is a sort of built-in safeguard in this respect, and it has been more effective than was originally anticipated. Suburban development does prompt speculation, but it also prompts new schools and roads and sewers and thus puts community pressure on the assessor not to be too lenient in his assessments. In Maryland, assessors seem to have been reasonably suspicious; they have refused preferential treatment on a number of ostensible farms because of evidence that the land was being held primarily for speculation. The courts, however, have been more lenient; in some cases they have overruled the assessors and forced them to give the owners the lower assessment.

As a test of preferential assessment, the Maryland experience is still inconclusive, but a few preliminary observations seem in order. The first is that on pragmatic grounds, the special assessment will probably conserve a considerable amount of open space over the next few years that otherwise might be developed, and this benefit is not lightly to be dismissed. Blair Lee, who sponsored the Maryland legislation, did so primarily because of an interest in open space conservation (he has sponsored most of the other Maryland conservation acts). "I am under no illusions," he says, "that the tax plan is the ultimate solution. What I think it can do is buy us some time."

How will time be used? Preferential assessment may obscure for rural and farm groups the necessity of a more comprehensive approach to open land conservation. At the minimum, for example, farm groups interested in special assessments should also press for agricultural zoning. The setting up of an agricultural zone would not really bind the farmers in it, but it would at least be an earnest of their good faith that the land be kept in farming. The Florida "greenbelt" statute does make such zoning a requirement for preferential assessment; in several States, however, the same farm groups who are asking for preferential assessment have resisted the idea of any kind of zoning.

The Hawaii Land Act (see appendix B-20) makes assessment contingent on zoning. Though the land situation is unusual there, the experiment may furnish valuable lessons for all States. The procedure is somewhat complicated, but in essence, it provides that land be classified according to use—urban, agriculture, and conservation—and that assessment reflect this classification. The statement of legislative findings affirms that this is being done for the public welfare.

"Inadequate controls have caused many of Hawaii's limited and valuable lands to be used for purposes that may have a short-term gain to a few but result in a long-term loss to the income and growth potential of our economy. Inadequate bases for assessing lands according to their value in those uses that can best serve both the well-being of the owner and

See footnotes at end of chapter.

the well-being of the public have resulted in inequities in the tax burden, contributing to the forcing of land resources into uses that do not best serve the welfare of the State. Scattered subdivisions with expensive, yet reduced, public services; the shifting of prime agricultural lands into nonrevenue producing residential uses when other lands are available that could serve adequately the urban needs; failure to utilize fully multiple-purpose lands; these are evidences of the need for public concern and action.

"Therefore, the Legislature finds that in order to preserve, protect and encourage the development of the lands in the State for those uses to which they are best suited for the public welfare and to create a complementary assessment basis according to the contribution of the lands in those uses to which they are best suited, the power to zone should be exercised by the State and the methods of real property assessment should encourage rather than penalize those who would develop these uses."

Among the provisions is one for a "dedicated land reserve" in which an owner commits his land for agricultural use for a 10-year period. This is renewable automatically but can be cancelled after 5 years' notice.

If the agricultural use jibes with the land use plan, the owner is assured an assessment only on agricultural use. If notice is given that the land is to be reclassified to urban, the tax assessment would then be increased step by step.

QUID PRO QUO?

Even with stringent zoning, however, preferential assessment still poses one very large question. It is the matter of equity. The public is giving something, but it is not receiving a clear quid pro quo in return. Its interest is the continued openness of the land, but it receives no real assurance on this score. The Hawaii approach may prove sufficiently rigorous; only time will tell. With most of the tax plans advanced, however, the landowner has it both ways, but he receives a low tax when it is to his self interest to keep the land open, and he always has the option of renegeing on the deal when it suits his self-interest to reap the speculative value.

Is this fair? The courts don't seem to think so. The common thread of the adverse rulings has been the finding that special assessment cannot be squared with the uniform taxation clause. In time, perhaps, the courts might find ways to do it, but the probability does not appear strong at this time.

The amendment route, of course, can take preferential assessment right over the courts' head, and once it has been voted into the State constitution itself, that, theoretically, should be that. The very fact that such a far-reaching step must be taken, however, should give one pause. It is a fundamental proviso of the Bill of Rights that is being changed, and the implications go far beyond farmland assessment. The Bill of Rights may be ancient, but it still does not seem an anachron-

ism to hold that one man should be taxed on the same basis as his neighbor. If, as the amendments do, we exempt a certain class of property owners, why not another group of property owners, too? Despite the large majorities with which the amendments have been passed, it is quite conceivable that the public may have some second thoughts about the matter.

TAX DEFERRAL

So far, we have been discussing straight tax forgiveness. But there is another approach and though it seems quite similar, it differs in one vital respect. There is a quid pro quo. In this approach the tax reduction must be paid back to the community when and if the land is committed to development. The precedents are to be found in the severance tax laws of such States as Wisconsin. These were passed to take the pressure off landowners to cut their timber prematurely. As long as the owners did not log the land, they had to pay only a minimal tax. If and when they did cut the timber, they paid a "severance tax." In effect, they retroactively paid the tax that normally would have applied.

Many conservationists have felt that the basic idea is just as valid for open land in urban areas. The severance tax would not of itself keep land open; if development pressure was heavy the gain in market value would probably far offset the extra tax that would have to be paid. Where landowners want to keep land open, however, and where the pressures are not yet intense, tax deferral could do a great deal to inhibit premature development.

This would be a blessing not lightly to be dismissed. Most people assume that the big subdivisions are what ruin the countryside, but the greatest damage is often done by the small 5- or 10-house developments that crop up along the secondary roads, usually quite a few years in advance of any sizable influx of people to the area. The farmer realizes only a fraction of the potential development value of the land by such sales. Worse yet, these small developments are usually scattered in such a way that they preempt opportunities for a much better development of the area.

In many cases, the public's interest would best be served if the farmland in question, or a considerable part of the parcel, were never developed. Even if we assume that tax deferral could do no more than delay development, however, it could have considerable value. The landowner would be the better for the waiting and so, given a comprehensive planning effort, would be the community.

It is significant that one of the leading proponents of tax deferral, Charles Eliot, has advocated it primarily on the grounds of the public's interest rather than the landowner's. In legislation introduced in the 1961 session of the Massachusetts Legislature he has proposed a tax deferral procedure for any land, agricultural or otherwise, that the community determines should be classified as open land. The procedure by which taxes are reduced on such land is rather complicated,^{8/} and there would probably have to be

See footnote at end of chapter.

a good deal of tinkering before the legislation could be passed. The basic idea, however, is to grant tax reduction so long as the open space restrictions are firm, and to require full payment of the taxes rebated whenever such restrictions are relaxed.

For another variant, let us return to California. When the golf clubs got their amendment approved so handily in 1960, the farmers went to work getting one of their own. Instead of asking for straight preferential assessment, however, their amendment proposed tax deferral. Here is the relevant passage (for the full amendment, see appendix):

"In the event that land assessed pursuant to this section is diverted to a use other than for exclusively agricultural purposes, or application is made for its assessment as otherwise provided by this Constitution, the land shall be subject to additional taxes in an amount equal to the difference, with such interest as may be provided by law, between the taxes paid or payable on the basis of the assessments made hereunder and the taxes that would have been paid or payable had the land been assessed as otherwise provided by this Constitution on the seven immediately preceding lien dates. The land assessed pursuant to this section shall be subject to a lien for such additional taxes and interest."

This conjures up a number of procedural questions, but it does argue that the farmers aren't trying to get away with murder. Legislative support was strong, and from urban legislators, too; indeed, Assemblyman Lunardi, author of the amendment, was surprised at how little opposition there was. It will be on the ballot in the 1962 general election, and the chances are good the voters will approve it.

The big difficulty in tax deferral plans is the assessment procedure. One has only to read the procedural clauses to become dizzy, and the vertigo induced is a fair index of the problems posed for assessors. They will have to keep a continuing check not only on the regular market value but on the open space value, and when and if the land is released from its open space limitations, their computation of back taxes is sure to be questioned very rigorously. The complexities of tax deferral are not reason that the approach shouldn't be tried; they do suggest, however, that legislative effort must involve a realistic anticipation of the formidable administrative burden that will be imposed, and for which provision should be made.

Another drawback, for the farmer at least, is that the setting up of such machinery could actually hasten higher assessments. As Frederick Stocker has suggested, the machinery would force assessors to consider full market value where, in fact, they might have been assessing farmland only on its farm value. It should be further realized that tax abatement alone can have only a moderating effect on land development. The increase in the speculative value of the land would in many cases be considerably greater than the accumulated extra tax that would have to be paid; it would be a modest price to pay for the option of holding out until surrounding development made the price right.

But for all these drawbacks, tax deferral does offer a valid approach. The different experiments discussed in this chapter may be deficient in one or more respects but we are the wiser for them. By combining the strong elements—the preamble of the Hawaii Act, for example, the Florida zoning clause—we have a good base for a workable plan.

The cardinal requirements, the writer believes, are these:

1. Tax deferral must be based on a land use plan for the overall area.

Whatever the mechanics—designation of an exclusive cultural zone, inclusion of "conservation areas" under the area's general plan—it does seem vital that the basic decision as to whether the land serves a community purpose by remaining open must be a community decision. Just because a landowner would like to keep his land open for a period of years is not itself sufficient reason for the land being incorporated into the community's open space plan. Quite possibly, it could be one of the few tracts left in the area with the right combination of factors for an industrial park site; similarly, it might be marginal farmland quite suitable for residential subdivision.

These are not easy matters to resolve, and they can be resolved only by considering all of the other land use factors; which is to say, by comprehensive planning.

Basing tax deferral on the general plan can help meet some of the drawbacks that otherwise loom in the assessment procedure. If the community designates the open areas, it takes a burden off the assessor's shoulders that he should not be asked to bear. He has enough work on his hands without being asked to render a judgment on what should be kept open.

2. Tax deferral should be a supplement to other land use devices.

Zoning is the most obvious, and it should be prerequisite to the granting of any tax deferral. Without other measures, it can be a weak reed, too. But the very fact that it isn't overly binding makes it something of a test of the landowner's intentions. If they resist so modest a step as being included in an agriculture or open space zone, the community owes them nothing in the way of special tax treatment and would be a soft touch if such treatment were granted.

Assuming, for the moment, that the planning requirements have been satisfied, the designation of open space zones and consequent tax deferral should not preclude the vigorous exploration of other measures, for these devices are now rendered even more useful. Because the pressure for development has been mitigated, public agencies have more leeway to negotiate for special kinds of open space within the area; the purchase of access for fishing, for example, the solicitation of gifts of land, or rights in land, purchase and leaseback, purchase with life tenancy, and such.

To sum up: the public has a stake in open land assessment quite as much as the landowner, but the community of self-interest hinges on a reasonable assurance that the land will be kept open. To date, the groups who profit from lower assessments have

been able to get public support without making this commitment, or, in some cases, giving any indication that they would even think of it.

From their point of view, this is too good to be true. It wouldn't take but a few sellouts to stir up a strong outcry—and if the sellouts, such as a golf club, made a killing on the sale the public might well feel it had been played for a sucker. If this happens, the special groups would very likely see the usefulness—indeed, necessity—of coupling the

tax approach to a land use program for the whole area. It would be far better, however, were this done now.

The popular climate is still unsoured. Some urban groups have been hostile to anything put forward by rural groups, but city people in general, as the Maryland vote indicated, have been surprisingly sympathetic to the farmer's tax problem. The grounds for a mutually beneficial accommodation, in short, are there for the making.

¹Here briefly, are other tries at preferential assessment:

New Jersey: In revising its tax code in 1960, New Jersey provided that: "In the assessment of acreage which is actively devoted to agricultural use, such value shall not be deemed to include prospective value for subdivisions or non-agricultural use." (ch. 51, Sec. 54: 4-1)

The State's Director of the Division of Taxation, William Kingsley, had strong reservations about this special treatment and sought a court test. In *Switch v. Kingsley*, the Superior Court ruled in the summer of 1961 that the preferential assessment provision was unconstitutional; all property, it held, should be assessed at true market value. At present writing, the expectation is that the ruling will be upheld.

Florida: In 1959, the legislature enacted a "greenbelt" statute by which county commissioners could designate exclusive agricultural zones; if they did, the assessor would then have to assess the land so zoned only on its agricultural value. (Sec. 193.201) Another 1959 act (193.11) went further, providing preferential assessment whether the land was zoned or not: "All lands being used for agricultural purposes will be assessed as agricultural lands upon an acreage basis, regardless of the fact that any or all of said lands are embraced in a plot of a subdivision or other real estate developments." This dispensation does seem pretty cheeky and has been declared unconstitutional in one county. But the more carefully drawn up "greenbelt" statute was also declared unconstitutional in the same county and its fate in the State's Supreme Court is in doubt. Nevertheless, the controversy has stimulated a growing interest in revising the conventional ad valorem taxation; if the act is declared unconstitutional there will undoubtedly be attempts to work up one that will pass. Writer James S. Wershaw in the *University of Florida Law Review* (479), "The basic philosophy behind the 'green-belt statutes'... represents an attempt to delineate a pattern that must be further developed if Florida is to have a well-balanced economic structure." *Agricultural Zoning in Florida*, "The argument that certain procedural aspects of the present statutes are unconstitutional especially as they relate to the assessment procedure, merely sidesteps the basic issue."

²1956 Maryland Laws, ch. 9, Sec. 1 (H. 129).

³1957, Maryland Laws, ch. 680 (H. 769).

⁴*State Tax Commission of Maryland v. Timothy W. Gales*, No. 61, Atlantic Report, (2nd Ser.) 420-432, 1960.

⁵"In assessing property which is zoned and used exclusively for agricultural, airport, or recreational purposes, and as to which there is no reasonable probability of the removal or modification of the zoning restriction within the near future, the assessor shall consider no factors other than those relative to such use." California Laws 1930, vol. 1, ch. 915, Sec. 1, page 2948.

At the request of assessors, Attorney General (now Governor) Brown gave a ruling on the law; in effect, he said that it didn't change anything.

⁶"Preferential Assessment of Farmland in the Rural-Urban Fringe of Maryland," Bulletin ERS-8, U.S. Department of Agriculture, June 1961. This is only one installment in the fine job of research the Department's Economic Research Service has been doing on the farm taxation problem. Legislators and others pushing for tax revision should be sure to ask the ERS for Mr. House's study, the followup report he is now working on, and other relevant publications of the ERS.

⁷Mr. Wilton T. Allen, Assessor for Montgomery County, puts the 1961 loss between 12 and 14 million. "Under the present assessment law, our taxable base on farm property in 1961 was \$17,861,705. After checking our records, it is my opinion that the farmland, if assessed other than for agricultural use, would have a base of \$30 to \$32 million." From letter to writer, March 16, 1962.

⁸Here is the procedure outlined: "Upon recording of the certificate by the owner with the registry of deeds, the owners of 'classified open land' shall receive a rebate of the real property taxes assessed upon the fair market value of said land, as follows:—For the first 3 years after registration of 90 percent, for the succeeding 7 years, of 70 percent, and thereafter, of 50 percent; provided, however, that whenever the restrictions on said 'classified open land' or any part thereof are in any way relaxed through change of zoning, granting of a zoning exception or variance, change of the official map, or automatic release or other procedure for all or any part of such classified open land, the assessors shall notify the owner and record with the registry of deeds a notice of cancellation of the certificate, and the portion of the taxes rebated, over the whole period during which the rebate has been in effect, shall become due and payable in the tax year during which such relaxation or change in the restrictions is made." (Mass. H. 850, 1961)

CLUSTER PLANNING

Another significant change is the beginning of an important shift in public attitude about land use. For years, Americans have cherished the belief that the large lot of suburbia is the antidote of urban pressures. This plot of ground was not only the promise that drew people outward; it was also the device to keep too many people from coming out. Through minimum-lot zoning, suburbia believed open space would automatically be provided, and the size of the lot would deter the wrong kind of builders, and their customers. The more recent the arrivals, the more zealous were they for enforcement.

All in all, it seemed to work well. Increasingly, the courts looked with favor on the public welfare arguments communities advanced to enlarge minimums. The zoning not only preserved the character of many well-to-do suburbs; in some fringe areas, it often tended to discourage developers from building at all.

The trouble was, more people were being born, but many a suburban idyl was to persist a while longer. Time and again, the writer has heard community groups explain that while other places might be ruined, their place was different; their landowners loved the land too much to sell out, and furthermore, there was 2-acre zoning. The jerrybuilders would have to go somewhere else.

The developers did go somewhere else. They leapfrogged out to where land costs were lower. Almost overnight, it seemed, many a community found itself virtually enveloped: great swaths of farmland were being prematurely developed, and in a scattered pattern dictated by speculative opportunity rather than any sensible plan for future growth. The new people had come out after all. Worse yet, their new subdivisions were costly to service, and they produced so many children to be schooled that tax rates shot up. Soon the open farmland and estates nearby were taxed as if they were land that was to be sold for development, and the next inexorable step was at hand. Revisit such a community and no longer will you hear of the deep love of the land. Most of it is for sale.

Developers are usually cast as the villains of the piece, yet they can hardly be blamed. Under the prevailing regulations, they are forced to chew up large amounts of land to house a given number of people and to provide an overblown network of roads and facilities to tie the sprawl together. For high-priced housing, this creates no great problem; at \$35,000 to \$40,000 a unit there's enough play to take care of 1 or 2 acres and the improvement costs. In trying to build for the mass market, however, land improvement costs become critical; with the cost of raw land rising, developers have

found themselves forced to devote an increasing amount of the housing dollar to nonhouse expenses. As a result, many have been pricing themselves beyond the market—or alternatively, taking it out of the house.

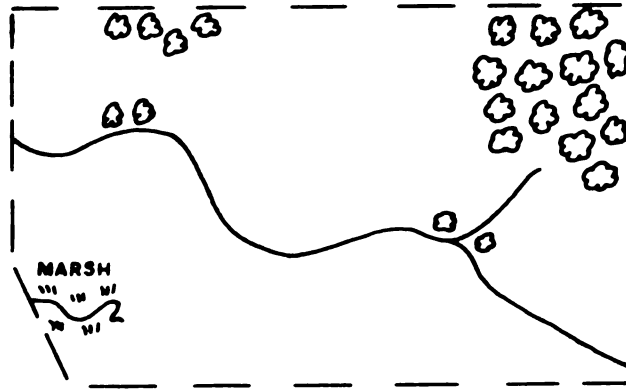
The open space, furthermore, is a chimera. The typical lot of middle-income suburbia does not afford as much functional open space as a small patio half the size, and nowhere near the privacy. (The open space between the houses strikes a particularly unhappy mean; big enough to have to mow, too small to use, and a perfect amplifier of sound.) Because so much of the total area has to be devoted to concrete, developers usually spare very little in the way of common open space. Communities have been requiring developers to dedicate a portion of their tract as community open space, but valuable as this can be, it does not alter the basic sprawling pattern.

For some time, planners and architects have been advocating a layout that would group the actual housing more tightly, thus leaving a much greater proportion of the total area available as a common green space.^{1/} The idea was an old one; essentially, it was the plan of the European village, and it had been incorporated by Ebenezer Howard in the Garden City movement in England in the late 1800's. In the United States, developments had been constructed along these lines in the twenties and thirties, notably Radburn in New Jersey and Baldwin Hills in Los Angeles. While such prototypes influenced commercial development in this country—the use of curvilinear streets for example—the basic cluster idea did not really catch on.

There is one good thing about high land costs: they discipline our thinking. By the late fifties, it was becoming obvious that the typical subdivision pattern could not be pushed much further. Earlier arguments for the cluster layout had often been bound up with social concepts, including some rather Utopian assumptions about neighborliness. But now there was a clear economic point to clustering—and it was one developers could well appreciate.

A developer, let us say, purchases a 200-acre farm on the edge of suburbia. It is a pleasant, gently rolling tract, with a stream running through the middle and a fine stand of woods at one end.

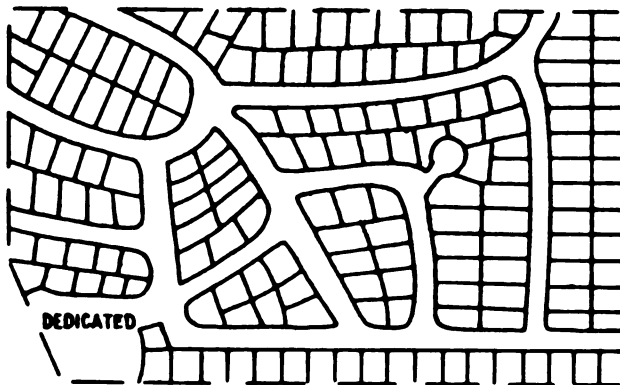
^{1/}For an excellent exposition of various new approaches to density zoning and clustering, readers should send for two bulletins published by the Urban Land Institute, 1200 18th St., N.W., Washington 6, D.C.: "New Approaches to Residential Land Development," Technical Bulletin 40 (\$6); "Density Zoning," Technical Bulletin 42 (\$5).



The area is zoned for 1/2-acre lots. If he develops it by the most modern conventional methods, the developer will be able to put up approximately 167 houses; he dedicates about 6 acres for a school site, 2 acres for a playground. The layout will look something like (see above).

money covering the stream and chopping down the trees; instead he can work with the terrain and group his houses like (see below).

The difference in cost is considerable. With the cluster plan the developer has to construct 40 per-

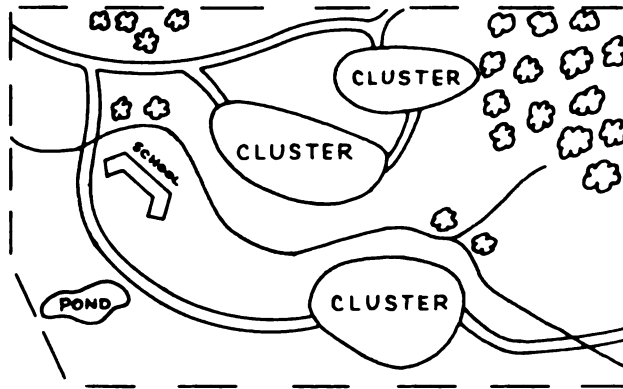


To cover this area with housing, the developer must spend a lot on land improvement; he must saw down the stands of hardwood—mostly old maples and sycamores—and this will be very costly. He must also cover over the stream and encase it in large concrete culverts. He must, furthermore, cover almost one-quarter of the tract with asphalt—roughly 10,000 lineal feet of the road. Other facilities, such as sanitary sewers, storm sewers, primary electric lines, will be in proportion.

Now consider the alternative. If he is able to cluster his housing, the developer won't have to spend

cent less street surface, and expenditures of other facilities will be similarly reduced. Where in the first example he had to spend \$2,500 per house in land improvement costs, he now has to spend only about \$1,800. Because of better site utilization furthermore, he can put up 20 or 30 more houses, and without exceeding the density permitted the tract.

It virtually pays the developer to give away the rest of the land for the open space. And it is open space that makes sense; it is an area large enough to be very functional, providing playgrounds, walkways



for the residents, and tying in nicely with the school site.^{2/}

A city has provided one of the best practical tests of the idea. In mulling over what was going to happen to the undeveloped land in the city's northeast section, Philadelphia's city planner, Edmund Bacon, figured that there was no reason why the city should leave the basic development pattern up to speculative builders. He and his colleagues drafted a plan by which the housing would be concentrated in clusters and the open space thus saved would provide the area with a network of common greens and wooded paths. Builders would have to dedicate the open space part of their tract to the city, but they would gain more in return; they could group their housing more economically and wouldn't have to lay down anywhere as much concrete for roadways and gutters. From the city's point of view, the area would be much easier to service and while it would be a high housing density per acre, the residents would have much more usable open space than under the regular gridiron pattern.

The city council backed the idea, and the builders, after some initial hesitations, recognized that it was a good thing for them, too. Architecturally, the new row housing that went up is not distinguished, and there have been difficulties in relating the pieces to the whole. Basically, however, it has proved a very worthwhile approach, and as a commercial proposition quite workable.

It inspired another experiment. In New York, real estate man Norman Blankman had bought the 530-acre

Whitney estate in Old Westbury, Long Island. An article on the Philadelphia plan set him to thinking. Under the 2-acre zoning of Old Westbury, he could put 236 homes on the property, but he would have to spread them all over and in doing so destroy one of the last remaining tracts of open space in the area. Why not cluster the houses? He hired architect Victor Gruen to draw up a plan.

Gruen's plan was to build 283 "town houses" and group them in clusters on one portion of the property—roughly 6.5 acres of the total 530. The town houses, to be sold on a cooperative basis, were to be priced at \$50,000 to \$80,000 apiece and were aimed at recapturing for suburbia the older couples who were giving up their large houses—and large lawns—and moving back to the city. The clustering would be highly functional for them since it would allow a concentration of services. Because of the clustering, the whole remaining acreage could be left open. In addition to the existing golf course, a second one would be provided for members of the cooperative, and there would be a small lake, bridle trails, and walkways through the woods.

None of this could be done, of course, unless the town altered its zoning. There were very good reasons why it should; overall density would be no higher than under the regular zoning, yet the open space that did so much for the character of the community would be saved; there would be an easier service load on the community, and at the same time, tax revenues would be excellent. In exchange for the zoning relaxation, Blankman would give the village an easement on the open space; no matter who subsequently owned the properties, the village would have a perpetual right in the continued openness of the property.

The plan caused a great stir. Many older residents inclined to it; they would have preferred, of course, that there was no development, but in the Gruen plan they recognized a good compromise with the future; they knew very well that the town was living on borrowed time as far as the continued openness of the Whitney estate was concerned. Many of the newer residents, however, were emotionally committed to

^{2/}The details of public ownership and maintenance, it should be noted, are extremely important. In some areas, local government might assume ownership. In others, where the governments might balk at assuming the maintenance load, a better device is the creation of a special district coinciding with the subdivision; the maintenance levy would be borne by the residents. For an excellent survey of new approaches to such questions there are two recent publications of the Urban Land Institute: "Density Zoning," Technical Bulletin 40, January 1961, and "New Approaches to Residential Land Development," Technical Bulletin 42, July 1961.

2-acre zoning; they saw the plan as a scheme which would lower the bars and bring in who knows what kind of new people.

In the contretemps that was to follow there is a lesson for other communities. To have the matter thrashed out, the village trustees scheduled a big open hearing. It started well. Blankman and Gruen gave a detailed exposition of the plan and by showing what the alternative under 2-acre zoning would be, demonstrated that in dollars and cents as well as in looks, the cluster plan would be good for the village. Several outsiders (including the late Hugh Pomeroy, Westchester County planning director, and the writer) testified in favor of the basic idea. A consultant retained by the village delivered his appraisal; it was favorable.

But it was all too much too fast. A developer, not the community, had come up with the idea; the reflexes of many townspeople inclined them to suspicion, and the fact that the plan was patently good for Blankman made many assume that it was therefore bad for the town. Would he stick to his end of the bargain? Suppose he decided later to fill in the open space? The choice, of course, would not be up to the developer, and the village would have it in its power to enforce the continued openness of the undeveloped portion. In time, through repetition and further exposition, this vital point could have been gotten across. But not at this stage. As is usual in such meetings there was some unduly hostile questioning, sharp rejoinders, and, for a moment, it appeared that there was going to be physical combat. The meeting ended on a note of acrimony. Several weeks later, the village trustees voted down the plan.

The cluster principle won't stand by itself. Suburbanites, let us remember, are being asked to reverse a zoning pattern they have long regarded as the key-stone of good community planning. If they are to be persuaded of the need for a new pattern, they must first be persuaded of the need for much better land use for the whole area; clustering, after all, is basically a small-scale version of what has to be done with the larger open spaces. Those communities which seriously address themselves to the overall problem become highly receptive to the cluster idea; sometimes they will even invent it for themselves.^{3/}

The two most recent cluster developments furnish a significant example. One is the plan for a development in Mequon, Wisconsin, drawn up by Nelson and Associates of Milwaukee. The other is a plan for a hillside development in the Carmel, California, area

by planners Hall and Goodhue. (Detailed plans of both developments, along with comments by the planners, will be found in appendix F.)

On physical layout alone these two developments are quite significant; to this nonarchitect's eye, they are the most comely examples of the cluster principle yet advanced in the United States; both are for middle- and upper-income housing, but with little change their design would serve as well for a lower price range.

On another count they are even more significant. Their genesis was in the community's own planning. The developer didn't come up with the idea; he got it from the community's master plan. Interestingly, in both cases, the designers of the developments were professional planners who had earlier been consultants for the communities' master plan efforts. In the case of Mequon, the planner has drafted a comprehensive plan emphasizing open space conservation and as a part of it he had sketched a why—doesn't—somebody—try—this cluster subdivision. The community liked the idea; a developer with a large tract in the area took to the idea, too, and asked the planner to design one for him.

In the California example, the county planners had been talking up the cluster principle for some time; on their initiative they had drawn up alternative plans for several local developers to show how they could save money by saving open space. When the owners of the High Meadow tract decided to develop it, they went the planners' way. To do the designing, they hired the consultants who were drawing up the master plan for the Monterey Peninsula area and gave them a free hand. The result was a plan that delighted the community; people may have been a bit sad that a magnificent piece of the local scenery was going to be developed at all, but they were happy so much of it was going to be saved. When the plan was presented to the county planning commission, the chairman said he not only approved the cluster approach, he thought there should be a regulation prohibiting any other.^{4/}

It is curious how many new ideas seem to come from the same areas; for another significant innovation, we have to go only a few miles farther south. To protect the magnificent Big Sur coastline, a group of citizens sparked the idea of a "Scenic Reserve." Of the many features of the plan they have drawn up (details of which are in the appendix), one of the most interesting is the use of "credits" to encourage clustering.

The part of the coastline they most wish to protect is the stretch between the coastal highway and the sea—surely one of the most magnificent sweeps in this country. Yet much of this is suitable for building, and there is no doubt that building is going to take place.

Problem: How to get owners not to build on the shore belt but on the upland side of the road? The plan sets up a system of credits. For every ten acres of shore belt land that an owner dedicates as permanent open space, he is given a form of bonus; he is allowed to build more homes on the remaining land than allowed by regular zoning; one homesite for each 20 acres.

^{4/}Philadelphia's Edmund Bacon has been prophesying not so jokingly that the day will come when communities insist on maximum-lot zoning. The day may not be so far off.

^{3/}In the original draft of the open space provision of the Housing Act, Senator Williams had included a section to promote cluster development. It would have provided grants to communities which encouraged cluster development as part of their comprehensive plan. The developer would have to dedicate a minimum of 25 acres as open space; in return he could cluster the houses on the remaining portion to achieve the same density that would have been permitted the tract as a whole. Grants to the community could equal 10 percent of the cost of the dedicated land. At the request of the Housing and Home Finance Agency this section was deleted. HHFA believed the grants would be redundant and that communities which encourage cluster development would probably do so in any case.

The exact number of credits varies according to the topography of the particular area, but in general, it would work like this. A man with about 30 acres in the shore belt could build one house on the upland part, one on the shore belt. If he left the shoreland open, however, he could put five houses on the other part. In addition, he wouldn't have to spread the lots all over and cover the upland meadows with roads; he could cluster the houses in whichever way the topography lent itself.

On the next page is an example of the difference this approach could make in the case of a large tract. The first illustration shows the regular subdivision approach; the second, what could be done with the new approach.

The proposal is for an unusual area; the principle could apply anywhere.

Now that the cluster principle is becoming a reality, planners are looking ahead to a further step. Could not these separate open spaces be tied together? It is no more trouble for a developer to have open space that fits the open space of other subdivisions as open space that doesn't. The prime requirement is a community plan that anticipates future development.

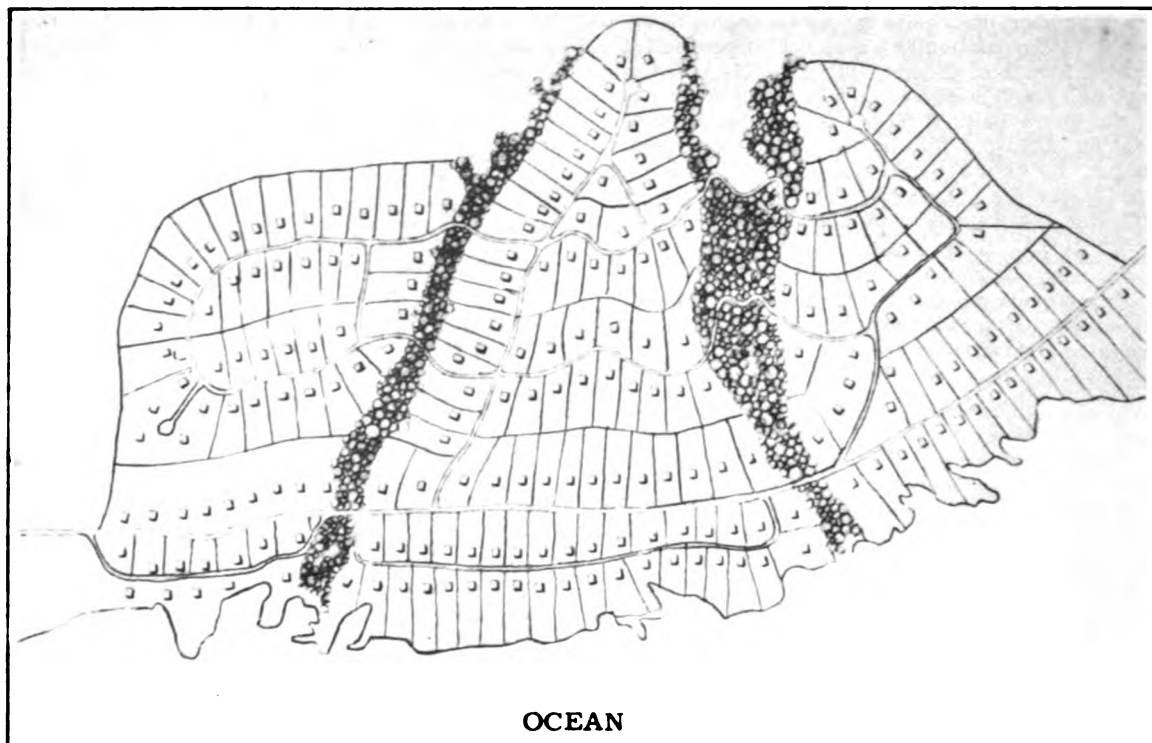
This calls for an act of imagination. Santa Barbara County, California, furnishes a good example. In the area where new subdivisions are now poking, there is a series of dry ravines that run down from the mountains to the sea. The ravines don't look like much but partly for this reason, the county's open space committee saw an opportunity. To get plat approval, developers must set aside that part of any new subdivision which falls in a ravine area; since the ravines are impossible to build on anyway, the developers have been amenable. Under a new subdivision ordinance, the county can sweeten the deal by permitting the developer to reduce lot sizes if he will dedicate open space. It is not a full cluster plan, but without raising overall density, it has achieved the dedication of about 12 percent of the total acreage involved.

One question that must be resolved in any such plan is who is to pay for the maintenance of the open space. The Santa Barbara plan takes advantage of a State law providing for the establishment of special districts, the residents of which can be assessed for public improvements in it.^{5/} The county is saddled with no extra burden, a fact that goes well in selling the idea.

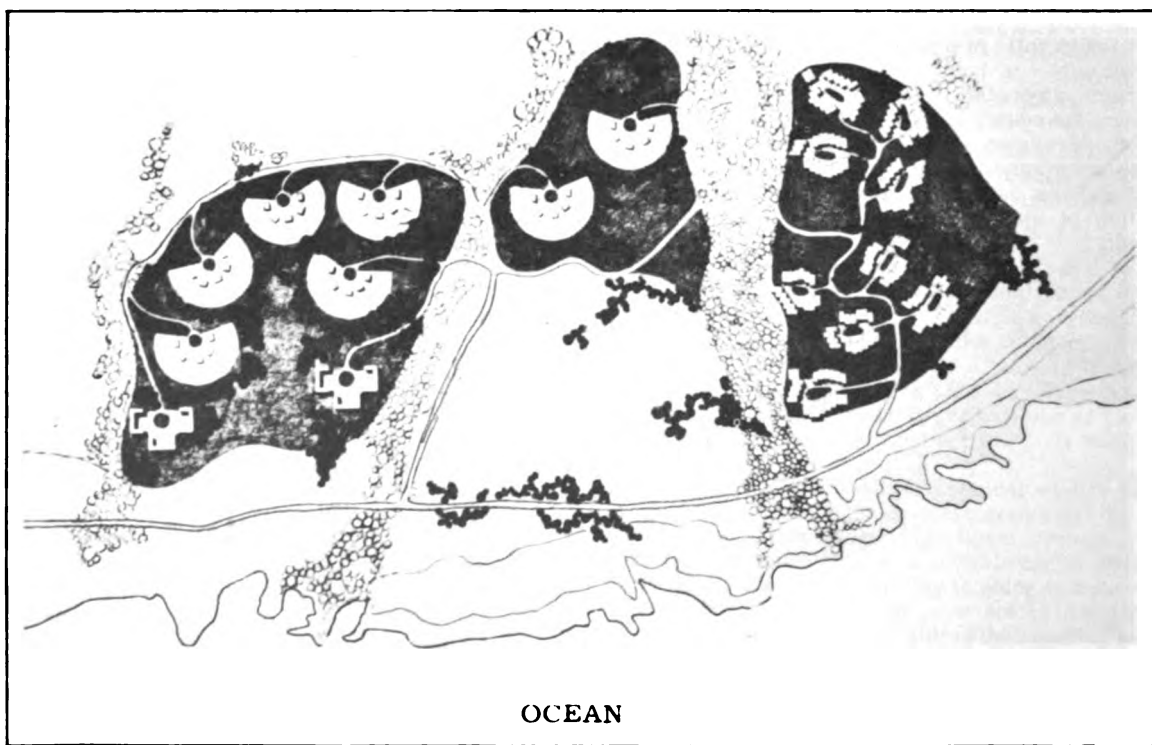
At the moment, the result is unimpressive; the ravines remain so much wasteland, choked with weeds and underbrush and sometimes with tin cans and rubbish. A decade from now, they may be priceless. The interstices will fill up, yet without the expenditure of a cent, there will have been reserved a natural network that can provide picnic areas and paths and bridle trails—in the heart of a built-up area.

Consider the potential if these devices are tied together. The open space of each cluster development can be planned so that they can connect with each other; by a wise siting of publicly purchased land for parks and schools, there can be a unified network of open space in which each element contributes to the other. In such a plan, the conservation of private land is all the easier, and flood plains and the farms, functional in themselves, furnish excellent buffers. Acquisition money goes much further; just a few strategic purchases of land for parks can tie a much greater amount of space into the overall recreation plan; to put it another way, a recreation system.

^{5/}The 1959 Open Space and Easement Act referred to in chapter 1 proved very helpful in resolving a key legal question. Special districts could be set up for obvious public purposes like water supply and the like, but was open space a sufficient purpose? The county attorney held that the 1959 California act established the purpose clearly. Critics who have deprecated this legislation because it is less than a total solution have overlooked the implications of the all important statement of legislative intent (copied almost verbatim in five other States). This, more than the provision of less than fee acquisition, is what has given the act its emboldening quality. One good thing does lead to another.



OCEAN



OCEAN

LESS THAN FEE

The great bulk of the open space remaining in metropolitan areas is in private ownership. Some of this must be bought by the public for parks and recreation areas. But we can't buy it all up. There won't be enough money for the job; even if there were, furthermore, there would be the question of what to do with all the land; the maintenance cost would be tremendous, and we would lose most of the variety of the natural landscape.

What middle way, then, is there by which we can conserve the private open space? Zoning is not enough: it can accomplish a great deal, but the public cannot zone away a man's right to develop his property unless development is clearly against the public's interest. In open space, the public is usually looking for a benefit—not merely the absence of something harmful—and on this point the law is fairly clear. The public cannot compel a benefit from the landowner; it has to pay for it.

But the public doesn't have to buy the full fee simple to achieve its purpose; it can buy a right in the property—the right that it be kept open. This is the device of the easement. It is one the writer has been especially interested in following up, and to illustrate the potentials of less than fee taking, the easement example will be used.^{1/} The point, however, is not to advocate the particular device as the answer. There are others that could achieve the same end result. Purchase and leaseback subject to restrictions is one; another, which Norman Williams has explored in his report, is the adoption of "excess condemnation" procedure used by highway departments; land would be purchased outright and then sold back to private owners less the rights the public wishes to retain. Use permits, which the National Park Service has found helpful in maintaining rights-of-way, can also be adapted. Which will work best only time will tell; it is urgent, however, that we get on with the trial and error as vigorously as possible.

For the moment, let us follow the easement device, and as a basic illustration, take a stream valley. Here we find the universals of a problem that is remarkably similar from State to State. It is a valley that has not yet been ruined; the subdividers are pushing outward from the cities toward it, but there is still time to conserve the best part of the area. The local government, let us further assume, has done a good job of surveying the assets of the region and has worked up a sound plan. One part calls for purchase in fee simple; at one

end of the valley is a natural reservoir and park site, and this land will be bought outright. Then there's the use of the police power; the bottom-land immediately bordering the stream is a flood plain and the local government has zoned this against development. The plain is a great sponge, and it would be clearly harmful were it covered with houses. Come floodtime the people who live in them would be hurt; and even more, so would the people who live downstream.

This, clearly, is a proper exercise of the police power. But what about the rest of the land? The local officials go to the landowners and say something like this: "We believe it will be to the public purpose to have this land kept open. We know you probably want to keep it open anyway. Nevertheless, you do have a right to chop it up into a subdivision, or otherwise develop it. We want to buy that right away from you.

"You will keep title to the land, you can continue farming it, or using it, as you have in the past. You don't have to give the public access to your property; the public's equity is that it be kept unspoiled." If the public also wishes to buy access—say for fishing rights on part of the stream—that too can be negotiated, but it is not necessarily a part of the easement.

The cost? The rule of thumb in easements is that the price should be the difference between the fair market value of the land with the easement and without it—in other words, the money value the landowner is giving up. This depends on time and place; in an area predominately in farming the landowner is giving up very little (scenic easements along the Great River Road in Wisconsin, for example, cost an average of \$15.06 per acre, less than a third of the fee cost). In built-up areas near the city, however, the speculative value of the development rights is such that easements could cost as much as the fee simple. It is not a device, in short, that can save an area that is already overrun.

The advantages to the landowner:

- a. Because other landowners in the area are covered by the plan he gets flank protection.
- b. Integrity of an agricultural area is assured; thus protecting him from adverse land uses.
- c. Tax protection: he escapes the vicious spiral that is forcing many farms into subdivisions. Assessments cannot be raised to match value of the land for subdivision since the land legally cannot be subdivided.
- d. Enhancement of value of the rest of his property; because of the guarantee provided by the easement, value of abutting land is increased.

^{1/}For more detailed analysis, see the writer's study on easements; Technical Bulletin 36, Urban Land Institute, 1200 18th Street, N.W., Washington 6, D.C.

Advantages to the public:

- a. Achieves conservation of prime land without having to bear fee simple costs.
- b. Land remains on the tax rolls.
- c. No maintenance cost; the landowner maintains it.
- d. Most important, the land remains productive and alive.

A considerable obstacle to this approach is bureaucratic inertia. Enabling legislation has been on the books for many jurisdictions; in some, for many years, and buried in many files are good examples of its application in the past. But you would never know it from some of the testimony in hearings on open space legislation. After the customary salutations to the need for new approaches, fresh thinking, etc., officials all too often will dismiss easements; regrettably they would cost as much as the fee simple. That the assumption is in error has not prevented it from having a certain self-proving quality. It is one of those well-known facts which lives on because it is useful. It justifies the conventional.

The biggest single mistake in considering easements is the failure to distinguish what kind of easements we are talking about. The ready assumption that easements generally cost almost as much as the fee is to a large extent based on right-of-way easement costs. Such a taking is tantamount to the fee, and it is hardly surprising that the cost approaches the fee. Similarly with flowage easements; if you buy the right to put a man's land under water, you should very well expect to pay a stiff price, and if you want other benefits from the land as well, it is often better sense to buy the fee outright.

It is quite something else, however, when you are buying a limited right and are leaving the owner virtually full use of his property, as in a scenic easement prohibiting billboards. To equate this with a flowage easement or right-of-way easement for a highway is to compare apples with oranges. And generalizations based on such analogies are highly misleading. But such generalizations, unfortunately, have gotten into the literature, and one can watch them being battered from one study to another, acquiring a mass of footnotes along the way.

A critical example of misleading generalizations occurred last year in the congressional hearings on bills for the conservation of the Ozark Riverways. One bill called for the creation of "the Ozark Rivers National Monument"; for this the land would be bought in fee and would be administered by the National Park Service. The other bill would conserve the riverways by the acquisition of conservation easements along the banks; it would incorporate them into the Clark National Forest, and would be administered by the Forest Service of the U. S. Department of Agriculture.

During the hearings it was evident that a number of Congressmen had become interested in the possibilities of easement approach, and whatever they thought about the pros and cons of the two specific proposals, they were wondering if the device might not have promise in other areas. During his testimony, Conrad Wirth, Director of the National Park Service, was asked about the cost factor. He responded thus:

"As to easement versus fee-simple title, I would like to read a few items that we have on that particular problem. The Corps of Engineers has determined that the average price paid by them for easement land was 79 percent of the fee value of that land. They found that acquisition of easement land involves costs for surveying, mapping, appraising, negotiating, and other administrative expenses which are higher than if the lands were acquired in fee.

"In their report dated August 16, 1957, the House Committee on Government Operations, after studying the Army-Interior reservoir land acquisition policy, concluded that the initial saving of approximately 20 percent is no bargain and, in fact, is financially detrimental to the Government.

"The committee states that 'the effect of applying scenic easements can best be described as penny wise and pound foolish.' "2/

There is an unfortunate shift of terms here. The Committee was considering flowage easements—specifically the then new policy of buying flowage easements around reservoirs rather than the fee simple. The Committee concluded that such easements did not secure recreation and other use by the public, and considering the costs involved fee simple would be preferable. This seems a reasonable conclusion, but it is a conclusion about flowage easements. The Committee did not refer to scenic easements at all. What it said was: "The effect of the new policy can be best described as penny wise and pound foolish."3/

The best precedents for estimating scenic easement costs are actual scenic easement costs. One might take, for example the national parkways—a program inspired by the National Park Service and for which it deserves great credit. To maintain the natural landscape, the various States involved purchased scenic easements along sections of the right-of-way. (A reverse device, the use permit, has also been of value; by letting farmers use parts of the fee simple right-of-way for farming, the landscape can be kept alive and the maintenance job reduced.)

The costs? An unusually detailed record has been compiled by Wisconsin's highway department for its section of the Mississippi parkway, "The Great River Road." As a check of the figures in appendix E-1 will indicate, the highway department acquired them at a very reasonable price.

Cost, of course, is only one factor. By and large, officials who have to deal with land programs like to buy land outright, and it is understandable that they do. The machinery is geared for it; the transaction is clear-cut and final. The less than

²Hearings before House Subcommittee on Forests of the Committee on Agriculture on H.R. 6289, Ozark Riverways Bill, August 14, 1961, p. 123. As further evidence, Mr.

Wirth went on to cite an article of the writer's, and quoted two sentences noting the dangers of excessive jury awards. I wish Mr. Wirth had read on a bit further. The sentences were a qualification; the basic point that immediately followed was that in many cases the cost is reasonable and that the device can be quite useful.

³Army-Interior Reservoir Land Acquisition Policy, Committee on Government Operation, House Report No. 1185, August 16, 1957, p. 20, line 40.

fee approach, by contrast, requires new procedures and can pose a continuing administrative burden. Is the saving, some ask, worth the burden?

This is a valid objection, and in a number of instances the fee simple might well be the more practical course. There is, however, something of a chicken-and-egg proposition here. If the administering agency dislikes the device from the start, it is by no means surprising that its *a priori* expectations of trouble will come to pass in the handling of the program. Conversely, if the agency thinks the idea worth a try, the difficulties may well prove to be quite modest—as has been the case with Wisconsin's Great River Road.

But there is a more fundamental point to be considered. Is it the easement device that poses the administrative task? It is not the particular device; it is the effort to include private land in the conservation plan. No matter what devices are used—zoning, tax deferral—this will require a continuing administrative task, and no less so with fee simple variants, such as purchase and leaseback subject to open space restrictions, life tenancy, use permits, and the like. Any such effort involves a continuing relationship between landowners and the public agency, and this is bound to produce problems. The essential question, then, is not fee versus less than fee; it is whether it is worth making the effort to bring private land into the conservation plan. The alternative is the mixture as before. Is it good enough?

By failing to explore supplementary ways, officials can make their own job tougher rather than easier, and in particular, the job of outright acquisition. Quite properly, it must be the muscle of any program, but it can build up a good bit of resistance. At the moment, praise be, the people are enthusiastically voting large sums for open space programs. As time goes on, however, and the acquisition gets into high gear, there will inevitably be reactions.

There is always a latent resistance to large-scale public acquisition, and while much of this opposition is unthinking or selfish, in several respects there is reason for it. More new parkland is a thoroughly "good" cause; so are highways and urban redevelopment, but the way eminent domain has sometimes been applied to advance these latter causes has made a good many people restive. In some areas, the memory of certain draconian uses of public power has led legislators to withhold the power of eminent domain for open space programs. This is unfortunate, but it is not inexplicable. For public relations' sake, if nothing else, officials should emphasize the middle ways they can use.⁴

⁴An excellent example of flexibility in a special situation is the way the Government is saving the Maryland shoreline across from Mount Vernon from defacement. Under House Joint Resolution 459, introduced by Congressman John Saylor, and approved September 6, 1961, the Government will acquire 1,186 acres in fee, at least 600 of which will be donated. Much of the surrounding area consists of one-family homes, and there is no need to condemn them. Scenic easements will be acquired instead, in large part through gift. The area acquired will become part of the National Capital Park system of the National Park Service.

This emphasis is important, not so much for landowners affected, but for the public in general. They do want parks, but intuitively, it is the living, natural countryside they seek, and they will respond to a program that articulates this. To present open space action almost purely in terms of conventional park acquisition does not touch this nerve, and the vision of institutionalized open space that it conjures up is a somewhat sterile paradise.

Another defect of the all or nothing approach is that it fails to harness the self-interest of the most important open space group in the country. These are the farmers, the part time farmers, and the estate owners who are sitting on what open space is left on the fringe of our metropolitan areas. The general public likes the natural landscape, but these people have a strong, sometimes baronial, feeling for the countryside. If the commercial pressure becomes intense, it is true this love for the land yields to money, but one should not be too cynical. There is a genuine desire among these people to find a way of saving some of the countryside from the suburban onslaught.

The idea of parks does not stir these people very much; in many cases, it is just about the last thing they want to see; privately some will visibly shudder at the thought of their countryside being transformed into picnic areas with benches and swings. This may not be very egalitarian of them, but there is more to be gained by exploiting the impulse than censuring it. These people also sense that they've got to make some accommodation with the future. They've got to ride with the punch, and given some assurance that wholesale condemnation would not be resorted to, many have been prepared to make very sizable donations of land or interests in land.

It must again be stressed that the potential of any tool lies in combination. If we examine each device in isolation, as if it were to do the whole job, we are bound to arrive at futility. We can prove that agricultural zones are susceptible to commercial pressure, that tax deferral is too complicated, and so on. If we explore how each might complement the other, however, we can see opportunities that otherwise would remain invisible.

Consider, for example, the possibilities that can be unlocked in areas where development pressures are greatest. If we have assumed that the easement device is to be judged as a cutrate way of freezing large areas against development, we will have come to the conclusion that it is wanting, and that its only applicability would be in rural areas where land costs are low.

Such generalizations are obscuring. It is true enough that suburban open land at, say, \$4,000 an acre fetches that much because of its development value, and presumably, any open space acquisition, fee or less than fee, would be highly expensive. But let us look closer at the land itself. Each acre is not worth \$4,000. In the usual tract some of the acres are far less suitable than the others: one corner, for example, might be marshland adjoining a river, or a ravine that could be graded only at an excessive cost. What is the development value of these acres? Very little, if any. As open space,

however, they can be quite functional, and there are solid economic grounds for incorporating them into the community open space plan. As we have seen, developers themselves may be quite willing to provide the open space if they are allowed to cluster their

housing on the best land. Whether it is done via easement or fee simple is not of great importance; the point is that with imagination, we can uncover many such opportunities in precisely the areas where the going might seem the roughest.

GENERAL FINDINGS

1. *Big programs are easier to get through than little ones*

If you compare the proposed State programs which haven't gotten anywhere with those that have, you will note that the successful ones were bold ones. It takes just as much exposition and spade work to gather support for a timid program as a bold one, and the very timidity seems to encourage opposition or reinforce apathy. The fact of a large request, on the other hand, changes the climate of opinion as soon as it is made. Less than a year ago, \$10 to \$20 million would have seemed a daring figure. Then came the New York proposal for \$75 million; next, in short order, \$60 million for New Jersey, \$50 million for Wisconsin. Quite suddenly, the status quo has been changed. With these precedents, people in other States now have strong grounds to press for comparable programs, or bigger ones.

How big? This is not something that can be arrived at on a scientific basis, but there should be an inventory of open space resources of the States, land costs, population projections, and such. These computations can lead to infinity, but if they are disciplined by a sense of urgency they can be highly useful for those seeking action.

Need, however, is only one part of the equation. One can be pretty sure that whatever need the figures demonstrate, they would justify almost any sum a State administration can be nerved to go for. For the other part of the equation, then, we are dealing with what must be essentially a political judgment.

Professionals have given us a lead. In the pioneer programs is a rough yardstick; and in figuring what to shoot for in other States, it could have some usefulness. Statistically, let it be conceded, what follows is outrageous; to compare the sums voted by one State with those of another is comparing apples with oranges; one State might have had much more undone work to make up for than others; and the time span to be covered could vary considerably. Still and all, the final figures do represent a considered assessment of the most important variable of all: what the people would go for. Since the people did in fact go for the programs, the assessments are worthy of respect.

Dividing the sums of the three programs to date by the States' populations, we find that there's a mode around \$10 a head. New York, at \$4.50 per capita, is the lowest, but New York, it should be pointed out, by taking the first step, helped to make the other figures possible. The New Jersey program works out to \$10 per capita; the Wisconsin to \$12.50. (The proposed \$150 million for California works out to \$10 per capita.)

Taking \$10 per capita as a rough guide, the following table indicates suggested minimums for the remaining urban states. The figures, to repeat, do not tell us what size programs should be; they do tell, however, what they realistically could be, if they were to do no more than match the existing ones.

State	Population	Density per square mile	Open space program	Per capita	Program at \$10 per capita
California	15,717,204	100.4	\$150 million (proposed)	(\$10.00)	
Connecticut	2,535,234	517.5			\$25 million
Delaware	446,292	225.6			\$5 million
Illinois	10,081,158	180.2			\$100 million
Indiana	4,662,498	128.9			\$50 million
Maryland	3,100,689	314.0			\$30 million
Massachusetts	5,148,578	654.5			\$50 million
Michigan	7,823,194	137.2			\$75 million
New Jersey	6,066,782	806.6	\$60 million	\$10.00	
New York	16,782,304	350.1	\$75 million (plus \$25 million)	\$4.50 (\$6.00)	
Ohio	9,706,397	236.9			\$100 million
Pennsylvania	11,319,366	251.5	\$70 million (proposed)	(\$6.00)	
Rhode Island	859,488	812.4			\$8 million
Wisconsin	3,951,777	72.2	\$50 million	\$12.50	

2. The most important land to acquire is the land where people are

For quite understandable reasons, both Federal and State acquisition programs have historically been directed to rural areas, leaving to the cities and local governments the buying of parks in the urban area. This is still largely the pattern, but the imbalance has become so evident that it is now a political issue, and urban legislators have been getting increasingly restive over the disproportionately small amount of money spent in their areas.

They have a very strong case. Because of the disparity of land values, the urban governments, which must service the bulk of our population, have by far the most difficult land acquisition problem. The cost of land is so high that:

- a. local governments simply cannot carry the financial load of the job; and
- b. the high cost has tended to dissuade Federal and State agencies from directing their own programs more toward these areas.

But now there seems to be a very notable shift of opinion in the making. In the debates on the various open space programs before Congress in 1961, time after time this general point was raised, and toward the end of the session it was being raised by legislators from rural areas. In the voting on the urban open space program of the Housing Act, a number of people from the wide open spaces weren't very sympathetic over the needs of their urban brethren, but perhaps it was helpful that the issue came up so forcibly for it led to clarifying debate. In the hearings and in the debates in a number of measures—in particular the Cape Cod National Seashore—there seemed a growing understanding of the urban problem, and this bodes well for future legislation.

3. The most unexploited opportunity for open space action is the conservation of land in private ownership

To reiterate a point made in chapter 4: there are some powerful motivations to be tapped in the conservation of private land, but to date the burden of doing something about it has been left pretty much to the private landowners themselves. Public officials, understandably, have thought largely in terms of fee simple acquisition for open space; in doing so, however, they are prone to overlook the opportunities to be opened up by less than fee devices. They are not a substitute for fee simple acquisition; they are a complement. Their importance lies in the way they can achieve conservation in the kind of situations where outright purchase would not necessarily be the best course, whatever sums were available. Under the New Jersey Green Acres program, for example, the State has a unique opportunity in the preservation of the Monmouth battlefield. It has the singular distinction of being the only revolutionary battlefield that is still in basically the same land use it was 185 years ago. Since the farmland is so much a part of the scene, the State is planning to buy tracts of high ground in fee, but to leave much of the surrounding farmlands in its natural state via purchase of easements.

4. Rural and suburban groups have been showing the most initiative

At the risk of some repetition, I would like to develop this point further for it is not one that seems very well recognized, and it has some important clues for future action.

Theoretically, the initiative should be coming from the other direction. The great bulk of studies and writing on the open space problem has been done, understandably enough, from an urban point of view—a point of view which conceives of open space planning as essentially centrifugal in character: that is, to be done with the needs of the whole region in mind, with the city, the unifying element, the logical place from which to do it.

In reality, however, the process has been centripetal. The open land is on the edge of suburbia and in the rural areas further out—the city has no jurisdiction here; neither has it much influence. The land that is being saved is being saved by rural and suburban groups with their own interests in mind.

This disturbs many who have been studying urban growth. They fear that the land is being saved for the wrong reasons: in particular, they fear that open space will be used as a barrier to make people go somewhere else. Some planners have been disturbed enough to question the recent legislation strengthening the conservation powers of local governments. This could lead, they warn, to premature conservation of too much open space, or to the selection of open space that, on a proper regional basis, a metropolitan agency would later judge to be not the areas that should have been saved. By encouraging local action now, furthermore, such enabling legislation could undercut the movement for area-wide planning.

Current open space action does not bear out these fears. It is extremely difficult to find any local government that has been saving too much open space: as far as selection goes, most of the programs have concentrated on the most obvious sites and while this has been done with local needs in mind, it is hard to see that what is clearly desirable for the local area can be disadvantageous for the region as a whole.

Nor does encouragement of local action undercut regional planning. There is a vacuum in this respect; certainly, regional planning agencies do need to be created, and as soon as possible. They cannot be imposed; however, local governments have to find out the need for themselves, and there is no better or quicker way than stimulating them to action on open space. They may cut their teeth on small, purely local parks, but once they tackle their major open spaces they find themselves heavily involved in questions of regional importance. Stream valleys don't stop at county lines; if government A plans to conserve the bottomland in its part of the valley and government B doesn't, might not the effect of increased runoff in the B area endanger the whole plan? What about the State highway plan for the region; a large interchange now projected would act as a magnet for development in precisely the area best kept open; if it were sited 4 miles further on, it would coincide with the natural development area, and that of an adjoining county. The logic of events

points squarely to regional cooperation; speed up open space action, and we speed up the whole process.

5. Open space action will advance to the degree that city people and country people make common cause

Country people and city people are beginning to come to terms, but they are just beginning, and there remains an entirely unnecessary distrust of each other's motives. The motives are different, but when it gets down to the actual ground, the two groups are usually seeking the same thing. They should get together.

Urban leaders have reason to complain of rural and suburban bias, but the piety with which this bias is so regularly deplored in urban conferences obscures the fact the city people have some biases, too. They could, for one thing, display more understanding of the impulses which stir suburbanites and farmers to save open space. It may be wrong for a rich suburb to try and bar its parks from nonresidents, but city people should recognize that this same protectionist impulse has led to a number of acquisition programs which eventually will be extremely important for the region, whether they were meant to be or not.

Let us take the question of overcrowding. From an urban point of view, suburbs seem to be acting very selfishly when they react against the specter of having their parks overrun by city people. In a number of cases suburbs have fought further acquisitions—even with handsome grants—because of this fear.

It is all very well to point out the shortsightedness of this attitude and the harm it can have for the region. It is an understandable reaction, however, and a good bit more attention should be paid to the quite genuine problems that overcrowding does pose. It is not simply a case of being against the masses; the standards of public behavior have been a real problem for park people, and it seems particularly acute when facilities are inadequate.

Writes one planner (William L. Nelson, Oct. 28, 1961): "I'm afraid few city people and too few professionals are fully aware of the intense feeling engendered in country people as a result of such behavior. One of the greatest obstacles I have found to selling a program of open space preservation has been the concern over public use—or 'abuse'. When I was the Executive Director of the Park and Planning Commission for a formerly rural County being engulfed by metropolitan sprawl I fought for a program of park and open space acquisition before development completely swallowed it up. One of the Town Chairmen in whose Town we had proposed a major park acquisition on an inland lake, and who had been a close supporter and friend, became a bitter opponent and has never spoken to me since—simply because of opposition to creating a public park in their Town and on their lake. While some may assume this to be just an individual case of pique, let me say that if they could see how many people behave at public access points they would understand the Town Chairman's bitterness.

"The problem is compounded by what I feel to be unwise and arbitrary insistence upon 'opening up' any and all lake areas. Inadequate access points are

problem breeding places and simply aggravate the resentment of property owners. There needs to be better understanding of the problem of preserving lake property values and preventing public access from being a destructive nuisance. Many lakes are too small to handle the crowds seeking escape from the city's pavements and some rational zoning and limitation of use seems obviously prerequisite. We argued for establishment of adequately sized park areas on the larger lakes where the public could be properly accommodated with the maximum insulation to private property owners.

"Of one thing I am certain—along with the crusade for preservation of open space we must have a simultaneous crusade for better public behavior."

Contrary to an habitual urban assumption, however, farmers on the edge of the metropolis are not all out there just waiting to make a killing on land speculation. Some are—a greed line pushes out from the city at a rate of anywhere from 1 to 4 miles a year, and once touched by it, a man's fealty to husbandry is seriously weakened. But beyond this line, however, farmer groups are trying very hard to keep farming tenable. Indeed, that's the principal motivation with most of the open space activities in these areas—such as exclusive agricultural zoning, watershed programs, soil conservation districts, and the like.

These programs can be very beneficial for the future metropolis, yet urban leaders have shown remarkably little interest in them. With many conservation proposals which could have stood more allies, rural groups have had to go it alone; it is rare that city officials bother to turn up at the hearings, let alone testify.

The rural groups have not made a connection with the urban self-interest. They haven't tried very hard. Farm groups keep saying that if farmland isn't conserved, the country is going to run out of soil and food. The case is better than it sounds, for it is the prime soil they're talking about, but this rationale is not calculated to stir much sympathy with city people who have to help pay for our mounting food surpluses.

Farmers may not care a hang that the open space they want to save may eventually be very valuable for a new generation of urban people; the important point is that it will be valuable. The city does have an equity here; if farmers made more of an effort to invoke support on this basis, they would probably get it. As commercial pressures mount, they are going to need that support.

There are good grounds for optimism. We have been treated to the remarkable spectacle of city people voting in large numbers to have farmers' taxes reduced. Whatever the pros and cons of the Maryland tax amendment, it is significant that the city voters weren't too concerned that it might be a steal for the farmers; they were more concerned with their own self-interest—the Maryland countryside. If city people will go along with the farmer thus far for open space, the opportunities for further alliance would seem almost staggering.

6. Water is the unifying element

How do we get the different groups to make common cause? It is on the overlap of self-interests we must concentrate, and the greatest point of coincidence, I believe, is water.

There are other common denominators of self-interest—scenic beauty, for example, but the one denominator most vital to everything these different groups are looking for is to be found in the drainage pattern. Think of the words and phrases in the open space lexicon: unpolluted water, wetlands for hunting, flood plains, storm sewers, flood prevention, prevention of soil erosion, fishing, swimming, canoeing, safe rate of runoff.

Water is the key to all of them. There are other ways of trying to demonstrate the unity of self-interest, but recent experiences indicate that water may be the simplest and the most effective. As a matter of fact, almost every open space plan that has been advanced—and to serve whatever purpose—could be justified on sound economic grounds as vital to the conservation of the area's drainage network. This is not to suggest that water be used as a rationale for plans advanced for other reasons; the point is to use this element as a base which will strengthen the case of the other benefits that are being sought.

Recreation is certainly included, but although it may sound odd in a report on recreational resources, in the order of priority I would suggest that recreation is not first. Basically, what we're after is a better environment and in this respect, water subsumes more

benefits, and harnesses more self-interests. The two, of course, are inextricable, but it is likely that more land will be saved for recreation if this benefit is conceived as part of a broader program for land conservation.

The cause of metropolitan planning can similarly profit. To many concerned with this, the chief value of open space is its usefulness in shaping and channeling future growth. But this is an awfully difficult point to sell. In the Federal open space bill, the number one heading in the definition of open space was land which "(1) has economic and social value as a means of shaping land use and community development in a more economic and desirable manner."

This raised a good many rural hackles. What kind of a purpose was this? Wasn't this socialistic? To get the bill through, Congressman Rains deleted the passage.

It would have been better had this purpose remained in the act, but I cannot share in the lamentations that the deletion was a grievous blow. Wise open space acquisition must necessarily help shape development, but the open space must be much more than the absence of development. It should have positive benefits, and if it can't be justified on this basis it is probably a pretty poor choice. In actual practice there should be no real conflict. In 9 cases out of 10, the open spaces that planners want saved to give form and shape to the metropolitan area are also the open spaces that ought to be saved for the conservation of the drainage system. Save them in the name of conservation and there will be allies where there could be opponents.

RECOMMENDATIONS

STATE

1. States should set up large-scale open space programs with large-scale financing

New York, New Jersey, and Wisconsin have shown the way; with these precedents to go on, there is no reason to delay pressure for similar action elsewhere. Each State has its own unique needs, but the legislative history to date suggests some points that may be applicable in almost every State. As something to shoot for, then, the following proposals are offered:

a. First, money enough to do the job. A good round sum is not only necessary to buy sufficient land; it is necessary to rouse support for getting the act through in the first place. In a bond issue, the overall figure is mandatory, but even if it is a revenue measure, the eventual goal should be played up. Wisconsin's program, for example, is financed by a 1-cent increase in the cigarette tax, but Governor Nelson campaigned for it as a \$50 million program rather than downplay the sum by saying it was a \$5 million a year program for 10 years.

In the preceding section, specific figures were suggested. These are minimum figures, however. They are based on what was possible in 1961; assuming that the climate for open space action continues to become more favorable, it will be politically realistic to press for considerably more.

b. The act should provide for acquisition of land, interests in land, and the sale or leaseback of land subject to restrictions.

c. The act should provide for the exercise of eminent domain.

d. Of the total sum provided, one portion should provide for acquisition by the administering agency (in most cases, the State's Department of Conservation), for the other, grants-in-aid to local governments and regional agencies.

How should the money be split? Since the legislation is usually drafted by State agencies, the natural tendency is to give States the lion's share. This is a personal opinion, but I think it best to err in the other direction and that at least 50 percent of the total should be earmarked for grants-in-aid. More State parks are needed, but the most urgent problem is the land in the urban areas, and this is where the acquisition costs will be highest. It has been argued that local agencies might not be prepared to spend that much money effectively. This may be true though there is something of a chicken-and-egg

proposition involved here; in any event, there is a way to meet this contingency. There should be a provision in the act specifying that any monies unexpended for local grants should revert to the State for its acquisition program.

e. The grants should cover up to 50 percent of the cost of acquisition. (The grants under the New Jersey program will provide up to 50 percent of the acquisition cost; of New York's, up to 75 percent.) Theoretically, more leverage could be gained were the proportion lower. But given the current state of local finances, this could discourage more than stimulate.

Under the new Federal open space program, such grants can be supplemented by the grants from the Housing and Home Finance Agency directly to the local government or through the State agency. Since so much will be learned in the first months of the program on State-Federal coordination, there may be additional clauses to suggest for State legislation.

f. Grants should be tied to comprehensive planning for all the needs of the area. One can't be too pure about this; if grants were to be given only to those areas that have done a first-rate job of comprehensive planning, there would be practically no grants at all. The wording of the legislation should necessarily give considerable leeway to the administrator in interpreting what constitutes acceptable regional planning.

g. The act should be for the broad purpose of conservation. The unifying effect the State program can have on all the various kinds of land conservation measures will be lost if the program is narrowly conceived as a conventional park and playground program and no more.

2. States that have not done so should pass enabling legislation so that local governments and possible future regional agencies will have a full battery of devices for their conservation programs

There are some good precedents for this; starting with the California act in 1959, legislation enlarging the conservation powers of local governments has been passed in New York, Massachusetts, Connecticut, Maryland, and in a number of other States. In theory, such legislation may not be necessary since it restates what could be interpreted as already permissible under prevailing statutes. Nevertheless, it is highly advisable; it is emboldening for communities, and it may also be helpful in the courts.

3. States should give to the local governments the power of eminent domain for their land conservation programs

This is already the case in several States; in others, the proponents of open space legislation have felt that it is best to defer eminent domain since it can be so ticklish an issue. Eminent domain can come later but not much later, and the reason this will become evident is the necessity of protecting property rights. As a soil conservation district in New Jersey recently found out, a program in which the majority of landowners gives up certain rights for the common good can be imperiled by one holdout. (And thanks to this finding, soil conservation districts now have the power of eminent domain.) Because the critical open space programs these next few years will be in areas threatened by indiscriminate commercial exploitation, the stakes in any program will be very high, and it will be a miracle if there are not a number of people who will attempt to enjoy an unearned increment of value provided them by the acquisition of land or rights in land in the surrounding area. Without eminent domain, or the threat of it, landowners who wish to cooperate, say in a stream valley conservation area, could be hurt. To guard property rights, the acquiring government must have the power of condemnation.

4. The States should beef up their planning agencies

In the job of shaping metropolitan growth, the States have left a vacuum. The city has been the source of most of the thinking and planning about the future metropolitan area, but it can do just so much. The hinterland that has been planned remains under the jurisdiction of a host of local governments, and they still do not take kindly to city direction.

Not so many years ago, it seemed that the creation of regional supergovernments would be the answer, but the checkered history of the few attempts indicates that at best such a solution is many years away. Regional agencies, however, are practical; for the problems which cut across the boundaries, local governments are going to have to confederate with such devices.

This will take time, but we do not have to wait for new regional agencies to get regional action. The most important regional agency of all already exists: the State itself. The local governments are the creation of it, and it has the powers and the money to step into the breach.

The State, with its rurally biased legislature, might seem a poor vehicle for solving metropolitan problems. Through its highway departments, of course, it has been doing a great amount of metropolitan planning, but critics would argue that it is more by inadvertence than design.

On a technical basis, it can be further argued, the States are not staffed to do good regional planning. The highway departments may be enormous, but the State's planning agency, in most cases, is woefully understaffed; there are probably fewer professional planners in all the States put together than in just a few of our bigger cities.

But the logic of events points squarely to a larger State role. It need not build up a huge planning staff; its primary consideration is the main line of urban growth, not the detailed planning best done by local units. In time, regional agencies should carry the planning burden, but the more initiative the State shows now, the sooner will these be created.

The Federal open space program may exert some beneficial leverage to this end. It gives a bonus for open space programs planned on a regional basis; if the State will step in now where regional agencies do not yet exist for the urban area in question, the larger grants can be given.

5. Flood plain zoning should be made a prerequisite for all State and Federal grants-in-aid

One of the simplest steps a local government can take is to zone its flood plains against development. It doesn't cost anything; and it deals with the kind of open space for which there are the most obvious and compelling reasons for conservation. It is, furthermore, an educational step; it focuses officials' and citizens' attentions on the heart of the area's drainage network, and it dramatizes the multiple benefits at stake. The public will find that the land that is most important for the protection of the area's water resources is pretty much the land that they would pick on the basis of scenic and recreational values. People often complain that the open space problem is so vast that it is hard to know where to start; let them look to their flood plains, and they will find the clue.

The history of flood plain zoning in the United States, it should be pointed out, has been a spotty one so far; in too many cases, it has been a paper protection—good only so long as no commercial pressures were exerted against it. Many a once sacrosanct flood plain, unfortunately, is now visibly littered with variances. But there are encouraging signs. In the aftermath of the 1955 floods Connecticut started a program in which the State uses its police power to limit development of the flood zone along rivers. Once the lines have been determined, private landowners can put up no structures within it except by special permit.

In most States zoning is a local government matter; but, as in the case of title VII grants, where grants are hinged on the willingness of the local government to take other conservation steps open to it, there is very great leverage power. Any local government that has not gotten around to taking the easy steps open to it should not be rewarded with a grant. Officials and citizens in areas where action of any kind is proposed should welcome this discipline; it gives them a valuable talking point in pressing for local measures that otherwise might be deferred once again.

6. There should be a wholesale revision of local zoning ordinances to encourage "cluster" development—e.g., higher rather than lower density in the area developed, with commensurate land freed for common open space

7. To inhibit highway encroachment of park land, States should make it mandatory for the highway departments to provide comparable land in exchange for land subtracted from parks by new rights-of-way

Highway encroachment of park land has long been a problem but it is a particularly crucial one now. Why spend money on open spaces, communities can ask, only to have the highway engineers pounce on it? In some cases, this argument may be an excuse for the lack of an open space program, and many of the criticisms do not take into account the restricted choices available to highway engineers. Now, the feeling seems to be growing stronger that highway officials are sticking to an outmoded formula based on user benefits, in which overall community values are given little attention.

Pennsylvania is proposing to spend \$70 million on open space, part in grants to local communities. The same State is also planning to route part of a new freeway through the last sizable open space in one of its most urban counties, Delaware County, outside Philadelphia. The area in question, the Crum Creek Valley, was conserved by the foresight of a number of individuals and groups and is integral to the character of the area. Because it has been saved, it offers a cheaper right-of-way. In the final accounting, however, the community loss could be severe, and irrevocable. No matter how big a grant the State might give it, Delaware County could not buy such space. There will be none such left to buy.

The State, of course, must have the eminent right of eminent domain and a fiat against park encroachment would be unworkable. At the very least, however, there should be a provision for reimbursing in comparable land. This too, presents difficulties, but it should take away some of the magnetic quality that park land has for surveyors.

8. States should be pressed to take advantage of landscape funds available under section 319 of the Federal Highway Act

Surprisingly little noted, section 319 permits the use of Federal aid funds for roadside and landscape development, and for the purchase of adjacent land to preserve natural beauty. Up to 3 percent of the annual sum apportioned to a State may be used for such purchase. Very few States, however, have grasped the opportunity; in fact, there seems to be a general unawareness that there is such an opportunity. Conservation groups should get on top of this one.

Here is the pertinent section:

Title 23, United States Code

"Section 319. Landscaping. The construction of highways by the States with funds apportioned in accordance with section 104 of this title may include such roadside and landscape development, including such sanitary and other facilities as may be deemed reasonably necessary to provide for the suitable accommodation of the public, all within the highway right-of-way and adjacent publicly owned or controlled rest and recreational areas of limited size and with

provision for convenient and safe access thereto by pedestrian and vehicular traffic, as may be approved by the Secretary. Such construction likewise may include the purchase of such adjacent strips of land of limited width and primary importance for the preservation of the natural beauty through which highways are constructed, as may be approved by the Secretary. Not to exceed 3 per centum of such sums, apportioned to a State in any fiscal year in accordance with section 104 of this title may be used by it for the purchase of such adjacent strips of land without being matched by such State."

Those interested in the possibilities of such measures should send to Sacramento for a study just published by the California Department of Public Works, "A Preliminary Plan for Scenic Highways in California." The report prepared at the request of the legislature, has a number of constructive proposals, most of them applicable in any State.

FEDERAL

1. Reinforce the Title VII open space program

More funds for this program will eventually be needed, but the initial \$50 million contract authorization is the most important money of all, for the initial response will teach many lessons in a very short time. Which local governments prove best prepared to use the grants? Common denominators? How well equipped are State agencies to pass on the grants? New agencies needed? Interstate open space plans? In the months ahead, questions that have been matters of speculation will be subjected to the test of reality, and it is crucially important that these lessons be disseminated as quickly as possible—not merely for the light they throw on title VII but for all the other Federal programs touching on land conservation.

2. Federal land acquisition programs should give priority to high cost land

This runs counter to conventional practice, but years of conventional practice have caused a serious imbalance: park acquisition has concentrated on wilderness or rural areas while the population balance has steadily been shifting the other way. This is not a West versus East proposition; within urban States themselves the emphasis has been disproportionately on rural acquisition.

These past acquisitions were wise investments indeed, but there are two solid economic reasons for shifting the balance:

a. While land prices in sparsely populated areas may rise, the rate of increase in urban areas—particularly on the fringe—may be at a much steeper rate.

b. In terms of user benefits, \$100,000 invested in 100 acres at \$1,000 an acre may in many cases prove a far better investment than 1,000 acres at \$100 an acre. Study groups concerned with metropolitan growth should undertake an economic study comparable to highway research techniques developed for alternate route study; user benefits for open

space are more difficult to reduce to figures but economic impact studies are badly needed, and there is an opportunity for some good pioneering work.

3. Land programs should be financed so that acquisition is concentrated over the next few years

The recent strengthening of the duck stamp program is an excellent case in point. Eventually, the revenues from the sale of duck stamps will be enough to finance the acquisition of the necessary wetlands. The wetlands have been disappearing at such a clip that hunting has suffered, and this in turn has reduced duck stamp revenues. The way out of the dilemma is, in effect, a revolving fund—i.e., purchase of the wetlands now, while they are still available, and at relatively low cost, the fund to be replenished by the subsequent sale of stamps. This, in principle, is the problem for other kinds of acquisition. If we grant that there are long-range economic and social benefits from land conservation, then monies spent now are not a burden on the public's purse; quite the opposite. Bunching all acquisition now, however frightening the totals may seem to some, will be a far better economic proposition than spreading the acquisition out over 10 to 20 years.

We should take care, however, not to rest the case too much on the threat of soaring land costs. They have indeed been rising, but the argument could backfire. Unimproved land values are inflated beyond reason in many areas, and it is quite possible that there might be a severe shakeout—in which event, land acquisition would make even more sense (vide New York City's opportunistic purchases in the early thirties). The availability of open space, rather than the future cost of it, is the stronger reason for purchase.

4. Revive the spirit of the Capper-Cramton Act by supporting an acquisition program for the National Capital area

This can be important for its own right. It can be more important as a demonstration for Congress of the land problem facing every metropolitan area. Thanks to some wise legislation in the past, the

National Capital area has a number of things going for it that other urban areas do not; but the opportunities for shaping its growth are slowly expiring and the acquisition funds lately provided are piddling. This problem should be dramatized in Congress by a request for a really hefty land purchase program.

5. A clearing house should be set up to pull together information on open space legislation and programs

If there is to be better governmental coordination, private organizations must take a lead. There are scores of organizations concerned with open space conservation, but there is no machinery for getting them together. This was very forcibly illustrated last spring during consideration of the open space proposal for the Housing Act. There was no organized campaign for the measure, not even a clearing house operation where interested people could find out the basic facts about the proposal, pros and cons, etc. On the assumption that there are going to be a number of land acquisition programs coming before Congress these next few years, such a clearing house is needed—not just as a lobby but to provide some common-meeting-ground vehicle of communication for the different groups affected.

Such a clearing house is also needed to keep up-to-date on what is happening to the programs of States and local governments. There are a lot of lessons to be learned now, but unless there is some vehicle, there will be the customary 2 to 3 year time lag in finding out about them. Agricultural zoning is a case in point; the pioneer efforts, such as Santa Clara County, have revealed important benefits and important defects. Yet, several years after the lessons have been learned, a number of communities are embarking on similar programs without the benefit of these lessons. Now that the new Federal and State programs are speeding up experimentation with various devices, it will be of great assistance to hundreds of officials and planners to be able to learn quickly what is happening elsewhere. To this end, a new organization could be set up, but it might be that an existing organization could be adapted as a vehicle.

FEDERAL LEGISLATION

Appendix A-1: Open Space Provisions of the Housing Act of 1961 (75 Stat. 149)

TITLE VII—OPEN SPACE LAND

FINDINGS AND PURPOSE

SEC. 701. (a) The Congress finds that a combination of economic, social, governmental, and technological forces have caused a rapid expansion of the Nation's urban areas, which has created critical problems of service and finance for all levels of government and which, combined with a rapid population growth in such areas, threatens severe problems of urban and suburban living, including the loss of valuable open-space land in such areas, for the preponderant majority of the Nation's present and future population.

(b) It is the purpose of this title to help curb urban sprawl and prevent the spread of urban blight and deterioration, to encourage more economic and desirable urban development, and to help provide necessary recreational, conservation, and scenic areas by assisting State and local governments in taking prompt action to preserve open-space land which is essential to the proper long-range development and welfare of the Nation's urban areas, in accordance with plans for the allocation of such land for open-space purposes.

FEDERAL GRANTS

SEC. 702. (a) In order to encourage and assist in the timely acquisition of land to be used as permanent open-space land, as defined herein, the Housing and Home Finance Administrator (hereinafter referred to as the "Administrator") is authorized to enter into contracts to make grants to States and local public bodies acceptable to the Administrator as capable of carrying out the provisions of this title to help finance the acquisition of title to, or other permanent interests in, such land. The amount of any such grant shall not exceed 20 per centum of the total cost, as approved by the Administrator, of acquiring such interests: Provided, That this limitation may be increased to not to exceed 30 per centum in the case of a grant extended to a public body which (1) exercises responsibilities consistent with the purposes of this title for an urban area as a whole, or (2) exercises or participates in the exercise of such responsibilities for all or a substantial portion of an urban area pursuant to an interstate or other inter-governmental compact or agreement. The faith of the United States is pledged to the payment of all grants contracted for under this title.

(b) The Administrator may enter into contracts to make grants under this title aggregating not to exceed \$50,000,000. There are hereby authorized to be

appropriated, out of any moneys in the Treasury not otherwise appropriated, the amounts necessary to provide for the payment of such grants as well as to carry out all other purposes of this title.

(c) No grants under this title shall be used to defray development costs or ordinary State or local governmental expenses, or to help finance the acquisition by a public body of land located outside the urban area for which it exercises (or participates in the exercise of) responsibilities consistent with the purpose of this title.

(d) The Administrator may set such further terms and conditions for assistance under this title as he determines to be desirable.

(e) The Administrator shall consult with the Secretary of the Interior on the general policies to be followed in reviewing applications for grants. To assist the Administrator in such review, the Secretary of the Interior shall furnish him appropriate information on the status of recreational planning for the areas to be served by the open-space land acquired with the grants. The Administrator shall provide current information to the Secretary from time to time on significant program developments.

PLANNING REQUIREMENTS

SEC. 703 (a) The Administrator shall enter into contracts to make grants for the acquisition of land under this title only if he finds that (1) the proposed use of the land for permanent open space is important to the execution of a comprehensive plan for the urban area meeting criteria he has established for such plans, and (2) a program of comprehensive planning (as defined in section 701 (d) of the Housing Act of 1954) is being actively carried on for the urban area.

(b) In extending financial assistance under this title, the Administrator shall take such action as he deems appropriate to assure that local governing bodies are preserving a maximum of open-space land, with a minimum of cost, through the use of existing public land; the use of special tax, zoning, and subdivision provisions; and the continuation of appropriate private use of open-space land through acquisition and leaseback, the acquisition of restrictive easements, and other available means.

CONVERSIONS TO OTHER USES

SEC. 704. No open-space land for which a grant has been made under this title shall, without the approval of the Administrator, be converted to uses

other than those originally approved by him. The Administrator shall approve no conversion of land from open-space use unless he finds that such conversion is essential to the orderly development and growth of the urban area involved and is in accord with the then applicable comprehensive plan, meeting criteria established by him. The Administrator shall approve any such conversion only upon such conditions as he deems necessary to assure the substitution of other open-space land of at least equal fair market value and of as nearly as feasible equivalent usefulness and location.

TECHNICAL ASSISTANCE, STUDIES, AND PUBLICATION OF INFORMATION

SEC. 705. In order to carry out the purpose of this title the Administrator is authorized to provide technical assistance to State and local public bodies and to undertake such studies and publish such information, either directly or by contract, as he shall determine to be desirable. There are hereby authorized to be appropriated, out of any moneys in the Treasury not otherwise appropriated, such amounts as may be necessary to provide for such assistance, studies,

and publication. Nothing contained in this section shall limit any authority of the Administrator under any other provision of law.

DEFINITIONS

SEC. 706. As used in this title—

(1) The term "open-space land" means any undeveloped or predominantly undeveloped land in an urban area which has value for (A) park and recreational purposes, (B) conservation of land and other natural resources, or (C) historic or scenic purposes.

(2) The term "urban area" means any area which is urban in character, including those surrounding areas which, in the judgement of the Administrator, form an economic and socially related region, taking into consideration such factors as present and future population trends and patterns of urban growth, location of transportation facilities and systems, and distribution of industrial, commercial, residential, governmental, institutional, and other activities.

(3) The term "State" means any of the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, and Guam.

Appendix A-2: Grants to Assist Urban Planning—Section 701, Housing Act of 1954, as amended by the Housing Act of 1961

URBAN PLANNING

SEC. 701. (a) In order to assist State and local governments in solving planning problems resulting from the increasing concentration of population in metropolitan and other urban areas, including smaller communities; to facilitate comprehensive planning for urban development, including coordinated transportation systems, on a continuing basis by such governments; and to encourage such governments to establish and improve planning staffs, the Administrator is authorized to make planning grants to—

(1) State planning agencies, or (in States where no such planning agency exists) to agencies or instrumentalities of State government designed by the Governor of the State and acceptable to the Administrator as capable of carrying out the planning functions contemplated by this section, for the provision of planning assistance to (A) cities, other municipalities, and counties having a population of less than 50,000 according to the latest decennial census, (B) any group of adjacent communities, either incorporated or unincorporated, having a total population of less than 50,000 according to the latest decennial census and having common or related urban planning problems resulting from rapid urbanization, and (C) cities, other municipalities, and counties referred to in paragraph (3) of this subsection and areas referred to in paragraph (4) of this subsection;

(2) official State, metropolitan, and regional planning agencies, or other agencies and instrumentalities designated by the Governor (or Governors in the case of interstate planning) and acceptable to the Administrator, empowered under

State or local laws or interstate compact to perform metropolitan or regional planning;

(3) cities, other municipalities, and counties which have suffered substantial damage as a result of a catastrophe which the President, pursuant to section 2(a) of "An Act to authorize Federal assistance to States and local governments in major disasters, and for other purposes" has determined to be a major disaster;

(4) to official governmental planning agencies for areas where rapid urbanization has resulted or is expected to result from the establishment or rapid and substantial expansion of a Federal installation; and

(5) State planning agencies for State and interstate comprehensive planning (as defined in subsection (d) and for research and coordination activity related thereto.

Planning assisted under this section shall, to the maximum extent feasible, cover entire urban areas having common or related urban development problems.

The Administrator shall encourage cooperation in preparing and carrying out plans among all interested municipalities, political subdivisions, public agencies, and other parties in order to achieve coordinated development of entire areas. To the maximum extent feasible, pertinent plans and studies already made for areas shall be utilized so as to avoid unnecessary repetition of effort and expense. Planning which may be assisted under this section includes the preparation of comprehensive urban transportation surveys, studies, and plans to aid in solving problems of traffic congestion, facilitating the circulation of people and goods in metropolitan and other urban areas and reducing transportation needs. Funds available under this section shall be in addition to and may be used

jointly with funds available for planning surveys and investigations under other Federally-aided programs, and nothing contained in this section shall be construed as affecting the authority of the Secretary of Commerce under section 307 of title 23, United States Code.

(b) A grant made under this section shall not exceed two-thirds of the estimated cost of the work for which the grant is made. All grants made under this section shall be subject to terms and conditions prescribed by the Administrator. No portion of any grant made under this section shall be used for the preparation of plans for specific public works. The Administrator is authorized, notwithstanding the provisions of section 3648 of the Revised Statutes, as amended, to make advances or progress payments on account of any planning grant made under this section. There is hereby authorized to be appropriated not exceeding \$75,000,000 to carry out the purposes of this section, and any amounts so appropriated shall remain available until expended.

(c) The Administrator is authorized, in areas embracing several municipalities or other political subdivisions, to encourage planning on a unified metropolitan basis and to provide technical assistance for such planning and the solution of problems relating thereto.

(d) It is the further intent of this section to encourage comprehensive planning, including transportation planning, for States, cities, counties, metropolitan areas, and urban regions and the establishment and development of the organizational units needed therefor. The Administrator is authorized to provide technical assistance to State and local governments and their agencies and instrumentalities undertaking such planning and, by contract or otherwise, to make studies and publish information on related problems. In extending financial assistance under this section,

the Administrator may require such assurances as he deems adequate that the appropriate State and local agencies are making reasonable progress in the development of the elements of comprehensive planning. Comprehensive planning, as used in this section, includes the following, to the extent directly related to urban needs: (1) preparation, as a guide for long-range development, of general physical plans with respect to the pattern and intensity of land use and the provision of public facilities, together with long-range fiscal plans for such development, including transportation facilities; and (2) programming of capital improvements based on a determination of relative urgency, together with definitive financing plans for the improvements to be constructed in the earlier years of the program; (3) coordination of all related plans of the departments or subdivisions of the government concerned; (4) intergovernmental coordination of all related planned activities among the State and local governmental agencies concerned; and (5) preparation of regulatory and administrative measures in support of the foregoing.

(e) In the exercise of his function of encouraging comprehensive planning by the States, the Administrator shall consult with those officials of the Federal Government responsible for the administration of programs of Federal assistance to the State and municipalities for various categories of public facilities.

(f) The consent of the Congress is hereby given to any two or more States to enter into agreements or compacts, not in conflict with any law of the United States, for cooperative efforts and mutual assistance in the comprehensive planning for the physical growth and development of interstate, metropolitan, or other urban areas, and to establish such agencies, joint or otherwise, as they may deem desirable for making effective such agreements and compacts.

Appendix A-3: Excerpts From Delaware River Basin Compact, 1961

ARTICLE 6. FLOOD PROTECTION

6.2 Flood Plain Zoning

(a) The commission shall have power to adopt, amend and repeal recommended standards, in the manner provided by this section, relating to the nature and extent of the uses of land in areas subject to flooding by waters of the Delaware River and its tributaries. Such standards shall not be deemed to impair or restrict the power of the signatory parties or their political subdivisions to adopt zoning and other land use regulations not inconsistent therewith.

(b) The commission may study and determine the nature and extent of the flood plains of the Delaware River and its tributaries. Upon the basis of such studies, it may establish encroachment lines and delineate the areas subject to flood, including a classification of lands with reference to relative risk of flood and the establishment of standards for flood plain use which will safeguard the public health, safety and property. Prior to the adoption of any standards delineating such area or defining

such use, the commission shall hold public hearings, in the manner provided by article 14, with respect to the substance of such standards. At or before such public hearings the proposed standards shall be available, and all interested persons shall be given an opportunity to be heard thereon at the hearing. Upon the adoption and promulgation of such standards, the commission may enter into agreements to provide technical and financial aid to any municipal corporation for the administration and enforcement of any local use ordinances or regulations giving effect to such standards.

6.3 Flood Lands Acquisition. The commission shall have power to acquire the fee or any lesser interest in lands and improvements thereon within the area of a flood plain for the purpose of restricting the use of such property so as to minimize the flood hazard, converting property to uses appropriate to flood plain conditions, or preventing unwarranted constrictions that reduce the ability of the river channel to carry flood water. Any such action shall be in accord with the standards adopted and promulgated pursuant to Section 6.2.

ARTICLE 7. WATERSHED MANAGEMENT

Section 7.1 Watersheds Generally. The commission shall promote sound practices of watershed management in the basin, including projects and facilities to retard run-off and waterflow and prevent soil erosion.

7.2 Soil Conservation and Forestry. The commission may acquire, sponsor or operate facilities and projects to encourage soil conservation, prevent and control erosion, and to promote land reclamation and sound forestry practices.

7.3 Fish and Wildlife. The commission may acquire, sponsor or operate projects and facilities for the maintenance and improvement of fish and wildlife habitats related to the water resources of the basin.

7.4 Cooperative Planning and Operation.

(a) The commission shall cooperate with the appropriate agencies of the signatory parties and with other public and private agencies in the planning and effectuation of a coordinated program of facilities and projects authorized by this Article.

(b) The commission shall not operate any such project or facility unless it has first found and determined that no other suitable unit or agency of government is available to operate the same upon reasonable conditions, in accordance with the intent and purpose expressed in Section 1.5 of this compact.

ARTICLE 8. RECREATION

Section 8.1 Development. The commission shall provide for the development of water related public sports and recreational facilities. The commission on its own account or in cooperation with a signatory

party, political subdivision or any agency thereof, may provide for the construction, maintenance and administration of such facilities, subject to the provisions of Section 8.2 hereof.

8.2 Cooperative Planning and Operation.

(a) The commission shall cooperate with the appropriate agencies of the signatory parties and with other public and private agencies in the planning and effectuation of a coordinated program of facilities and projects authorized by this article.

(b) The commission shall not operate any such project or facility unless it has first found and determined that no other suitable unit or agency of government is available to operate the same upon reasonable conditions, in accordance with the intent and purpose expressed in Section 1.5 of this compact.

8.3 Operation and Maintenance. The commission within limits prescribed by this article, shall:

(a) Encourage activities of other public agencies having water related recreational interests and assist in the coordination thereof;

(b) Recommend standards for the development and administration of water related recreational facilities;

(c) Provide for the administration, operation and maintenance of recreational facilities owned or controlled by the commission and for the letting and supervision of private concessions in accordance with this article.

8.4 Concessions. The commission shall after notice and public hearing provide by regulation for the award of contracts for private concessions in connection with recreational facilities, including any renewal or extension thereof, upon sealed competitive bids after public advertisement therefor.

STATE LEGISLATION

Appendix B-1: New York Open Space Act, 1960

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. The legislature hereby finds and declares that:

(a) The present and future needs of the growing population of the state require the immediate acquisition of predominantly open or natural lands for park, conservation, and outdoor recreation purposes, particularly in and near rapidly growing urban and suburban areas;

(b) The people, at the next general election, will vote upon a proposition authorizing the creation of a state debt in the amount of \$75,000,000 to provide moneys for the acquisition of such lands;

(c) The proper allocation of such moneys has been the subject of special study;

(d) It is desirable that the people have advance notice of the manner in which it is proposed to expend such moneys and of the manner in which such state debt is to be repaid in the event of the approval and ratification of such proposition.

Section 2. The conservation law is hereby amended by inserting therein a new article, to be article sixteen-C, to follow article sixteen-B, and to read as follows:

SECTION 875. SHORT TITLE AND DECLARATION OF PURPOSE

1. This article shall be known and may be cited as the 'park and recreation land acquisition act.'

2. The disappearance of open and natural lands, particularly in and near rapidly growing urban and suburban areas, is of grave concern to the legislature and to the people of the state. Once such lands are used for residential or commercial purposes, they are often permanently rendered unsuitable for parks, conservation or other recreation purposes. The present and future needs of the growing population of the state require the immediate acquisition of such lands for park, conservation, and other recreation purposes. This act is designed to specify the manner in which the moneys resulting from the sale of bonds authorized by the park and recreation land acquisition bond act shall be expended.

SECTION 876. DEFINITIONS. AS USED IN THIS ARTICLE

1. "Municipality" shall mean a city, county, town or village, or an improvement district within a city, county, town or village or within any combination thereof.

2. "Governing body" shall mean (a) in the case of a town, the town board, (b) in the case of a county outside the city of New York, the county board of supervisors or other elective governing body, (c) in

the case of a city, the 'local legislative body' thereof, as the term is defined in section ten of the city home rule law, (d) in the case of a village, the 'local legislative body' thereof, as the term is defined in section ten of the village home rule law, (e) in the case of an improvement district, the official body or board having responsibility for the conduct of the affairs of such district.

3. "Commissioner" shall mean the conservation commissioner.

4. "Council" shall mean the state council of parks.

5. "Lands" shall mean lands, improvements and structures thereon, rights, franchises and interests therein, lands under water and riparian rights, and shall also mean any and all interests in lands less than full title, including, without limitation, easements, permanent or temporary, rights of way, uses, leases, licenses, and any other estate interest or right in lands, legal or equitable.

6. "Improvement district" shall mean an improvement, assessment or special district for park purposes.

SECTION 877. PARK AND RECREATION LAND ACQUISITION ACCOUNT

All revenues derived by the state from fees and other charges of any nature made for the use of state parks and other state recreational facilities under the jurisdiction of any regional state park commission or the division of lands and forests shall be paid by the state comptroller into a special account, to be known as the 'park and recreation land acquisition account,' and shall be used for the payment of interest on and the amortization or discharge of any indebtedness incurred by the state resulting from the sale of bonds sold pursuant to the park and recreation land acquisition bond act, including the cost of preparing and selling such bonds.

SECTION 878. FEES FOR USE OF RECREATIONAL FACILITIES

The fees and other charges of any nature made for the use of state parks and other state recreational facilities under the jurisdiction of any regional state park commission or the division of lands and forests in effect on the effective date of this act shall, after the effective date of this act, be decreased only with the approval of the director of the budget.

SECTION 879. ALLOCATION OF MONEYS

1. The moneys received by the state from the sale of bonds sold pursuant to the park and recreation land

acquisition bond act shall be expended for the following purposes in the following amounts:

(a) For the acquisition of lands for state park purposes, twenty million dollars (\$20,000,000);

(b) For the acquisition of lands for other than state park or municipal park purposes, to provide additional opportunities for outdoor recreation, including public camping, fishing, hunting, boating, winter sports, and, wherever possible, to also serve multiple purposes involving the conservation and development of natural resources, including the preservation of scenic areas, watershed protection, forestry and reforestation, fifteen million dollars (\$15,000,000);

(c) For state aid in the amount of seventy-five percent of the cost of acquisition of land for parks by cities other than the city of New York, or by improvement districts within cities other than the city of New York, \$12,000,000;

(d) For state aid in the amount of seventy-five percent of the cost of acquisition of land for parks by the city of New York, or by improvement districts therein, \$12,000,000;

(e) For state aid in the amount of seventy-five percent of the cost of acquisition of land for parks by counties, towns and villages, or by improvement districts therein, \$16,000,000.

2. Two years after the effective date of this act, the unused or unobligated balance of any amount to be expended pursuant to subdivision one of this section for a specific purpose, may be allocated by the governor, upon the recommendation of the commissioner, to one or more other purposes set forth in such subdivision, provided that the amount to be expended for any one purpose shall not be reduced or increased by more than ten percent. Such allocation of any unused or unobligated balance shall be evidenced by the certificate of the governor filed with the state comptroller and the director of the budget.

SECTION 880. MANNER OF ACQUISITION

1. Lands approved by the commissioner on the recommendation of the council for acquisition by the state pursuant to this act for state park purposes shall be acquired by purchase or agreement or by appropriation in the manner provided by any applicable provision of the conservation law, as such law now exists or is hereafter amended. The moneys appropriated for such purposes shall be paid on the audit and warrant of the state comptroller on the certificate of the state park commission for the region in which such lands are located, or on the certificate of the commissioner.

2. Lands approved by the commissioner for acquisition by the state pursuant to this act for other than state park purposes, shall be acquired by purchase or agreement or by appropriation in the manner provided by any applicable provision of the conservation law, as such law now exists or is hereafter amended. The moneys appropriated for such purposes shall be paid on the audit and warrant of the state comptroller on the certificate of the commissioner.

3. Lands approved by the governing body of a municipality, and approved by the commissioner on the recommendation of the council, for acquisition by such municipality with the aid funds made available by this

act for municipal park purposes, shall be acquired by purchase or agreement or by condemnation in the manner provided by law for the acquisition of lands for public purposes by such municipality. The state's share of the cost of such lands shall be paid on the audit and warrant of the state comptroller on the certificate of the commissioner and the entire cost may be paid in the first instance by the state as an advance subject to subsequent reimbursement of the share of the municipality. In addition to any other legal method of financing its share of the cost of acquisition of such lands, a municipality may raise such share by general tax upon all taxable real property located therein or by special tax or assessment upon the real property benefitted thereby, or partly by such general tax and partly by such special tax or assessment, in accordance with applicable laws relating to the payment of the cost of real property acquired by such municipality for park use. In the event a municipality shall fail to pay its share of the cost of acquisition of such lands within six months of the certification to the municipality by the state comptroller of the amount of such cost, the state comptroller shall cause to be withheld from the state assistance funds to which such municipality would otherwise be entitled, a sum sufficient to reimburse the state for any amount remaining unpaid, together with interest on any such unpaid amount at the rate of three percent per annum from the date of such certification. Moneys so withheld, shall be credited against the amount of principal and interest payable by such municipality for its share of the cost of acquisition of such lands.

SECTION 881. STANDARDS FOR ACQUISITION

1. Lands acquired for state park purposes shall be for additions to existing state parks or for the establishment of new state parks of substantial acreage.

2. Lands acquired for state or municipal parks shall consist of predominantly open or natural lands, including lands under water or forested lands, in or near urban or suburban areas, or suitable to serve the recreation needs of the expanding populations of growing metropolitan regions, or desirable to preserve the scenery or natural resources thereof.

3. Lands acquired by a municipality shall be for establishing new parks of not less than fifty acres each in area, or for expanding existing parks to not less than fifty acres each by the addition of not less than twenty-five acres to such a park.

4. Lands acquired for other than state or municipal park purposes shall consist of lands desirable for outdoor recreation, including public camping, fishing, hunting, boating, winter sports, and wherever possible, to also serve multiple purposes involving the conservation and development of natural resources, including the preservation of scenic areas, watershed protection, forestry and reforestation.

SECTION 882. RULES AND REGULATIONS

A municipality which acquires lands with funds made available by this act may establish reasonable rules and regulations to insure proper administration and development of such lands, provided that no rule or regulation restricting the use of such lands to the

residents of the municipality shall be effective without the express approval of the commissioner.

SECTION 883. RESTRICTION ON ALIENATION

Lands acquired by a municipality with the aid of funds made available by this act shall be retained by the municipality and shall not be disposed of or used for other than public park and related purposes without the express authority of an act of the legislature.

SECTION 884. AGREEMENTS WITH FORMER OWNERS FOR TEMPORARY USE

The commissioner, acting through the conservation department or a regional state park commission, may make agreements with respect to any lands acquired pursuant to this act whereby such lands may continue to be occupied and used by the former owners, their tenants or assigns, for a period not exceeding five years from the date of acquisition of such lands, provided that during the period of such occupancy, such lands shall remain on the assessment rolls of the municipality, school district and other districts in which they are located and shall be subject to real estate taxes and assessments in the same manner as privately owned lands. The right of a former owner to occupy and use such lands shall be conditioned on the prompt payment of the full amount of such taxes and assessments, with interest and penalties, if any. The state shall not be liable for real estate taxes or assessments on such lands during such a period. A copy of any such agreement shall be filed with the county clerk of the county in which such lands are located.

SECTION 885. ACCEPTANCE OF GRANTS AND GIFTS

1. Grants from the United States for the acquisition of land for park, conservation, recreation or other purposes for which land may be acquired pursuant to this act may be accepted on behalf of the state by the commissioner with the approval of the director of the budget.

2. All other grants, gifts, devises or bequests to the state, conditional or unconditional, for park, conservation, recreation or other purposes for which land may be acquired pursuant to this act, may be received and accepted on behalf of the state by the commissioner with the approval of the director of the budget. Land granted or devised for such purposes shall conform to the standards set forth in section eight hundred eighty-one of this article.

Section 3. The sum of \$75,000,000, or so much thereof as may be necessary, is hereby appropriated from the proceeds of the sale of bonds sold pursuant to the park and recreation land acquisition bond act for the acquisition of lands for the purposes, in the manner and to the extent specified in the park and recreation land acquisition act hereby enacted. Notwithstanding the provisions of any general or special law, no part of the appropriation made hereby shall be available until a certificate of approval of availability shall have been issued by the director of the budget and a copy of such certificate filed with the state comptroller, the chairman of the senate finance committee and the chairman of the assembly ways and means committee. Such certificate may be amended from time to time by the director of the budget and a copy of each such amendment shall be filed with the state comptroller, the chairman of the senate finance committee and the chairman of the assembly ways and means committee.

Section 4. The sum of thirteen million, three hundred thirty-three thousand, three hundred thirty-three dollars (\$13,333,333), or so much thereof as may be necessary, is hereby appropriated from the capital construction fund as an advance in the first instance for the acquisition of lands by municipalities for the purposes, in the manner and to the extent specified in the park and recreation land acquisition act hereby enacted, subject to subsequent reimbursement by such municipalities.

Section 5. This act shall take effect January first, nineteen hundred sixty-one, in the event that the proposition herein referred to and known as the park and recreation land acquisition bond act shall have been approved and ratified by the people.

Appendix B-2: New Jersey Green Acres Land Acquisition Act of 1961

INTRODUCED MARCH 27, 1961

Referred to Committee on Agriculture, Conservation and Economic Development

AN ACT concerning the acquisition of lands for recreation and conservation purposes, governing the expenditure of money for such purposes, appropriating \$60,000,000.00 from the State Recreation and Conservation Land Acquisition Fund for such expenditure, and supplementing Title 13 of the Revised Statutes.

BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

1. This act may be cited as the "New Jersey Green Acres Land Acquisition Act of 1961."

2. The Legislature hereby finds that:

(a) The provision of lands for public recreation and the conservation of natural resources promotes the public health, prosperity and general welfare and is a proper responsibility of government;

(b) Lands now provided for such purposes will not be adequate to meet the needs of an expanding population in years to come;

(c) The expansion of population, while increasing the need for such lands, will continually diminish the supply and tend to increase the cost of public acquisition of lands available and appropriate for such purposes;

(d) The State of New Jersey must act now to acquire and to assist local governments to acquire substantial quantities of such lands as are now available and appropriate for such purposes so that they may be used and preserved for use for such purposes; and

(e) The sum of \$60,000,000.00 is needed now to make such acquisition possible.

(f) Such sum will be made available by the sale of bonds authorized by the New Jersey Green Acres Bond Act of 1961, if the same be approved by the people;

(g) It is desirable to appropriate said sum for prompt use and to specify the manner in which the Legislature now proposes that such sum, and such other funds as may be appropriated, shall be used for such purposes.

3. Except as the context may otherwise require:

(a) "Commissioner" means the Commissioner of Conservation and Economic Development or his designated representative;

(b) "Local unit" means a municipality, county or other political subdivision of this State, or any agency thereof.

(c) "Recreation and conservation purposes" means use of lands for parks, natural areas, forests, camping, fishing, water reserves, wildlife, reservoirs, hunting, boating, winter sports and similar uses for public outdoor recreation and conservation of natural resources; and

(d) "Land" or "lands" means real property, including improvements thereof or thereon, rights of way, water, riparian and other rights, easements,

privileges and all other rights or interests of any kind or description in, relating to or connected with real property.

4. The commissioner shall use the sum appropriated by this act from the proceeds of the sale of bonds under the New Jersey Green Acres Bond Act of 1961, and such other sums as may be appropriated from time to time for like purpose, to acquire lands for recreation and conservation purposes and to make grants to assist local units to acquire lands for such purposes, subject to the conditions and limitations prescribed by this act.

5. In acquiring lands and making grants to assist local units to acquire lands the commissioner shall:

(a) seek to achieve a reasonable balance among all areas of the State in consideration of the relative adequacy of area recreation and conservation facilities at the time and the relative anticipated future needs for additional recreation and conservation facilities;

(b) insofar as practicable, limit acquisition to predominantly open and natural land to minimize the cost of acquisition and the subsequent expense necessary to render land suitable for recreation and conservation purposes;

(c) wherever possible, select land for acquisition which is suitable for multiple recreation and conservation purposes;

(d) give due consideration to co-ordination with the plans of other departments of State Government with respect to land use or acquisition. For this purpose, the commissioner is authorized to use the facilities of any interdepartmental committee or other agency suitable to assist in such co-ordination.

6. Lands acquired by the State shall be acquired by the commissioner in the name of the State. They may be acquired by purchase or otherwise on such terms and conditions as the commissioner shall determine, or by the exercise of the power of eminent domain in the manner provided in chapter 1 of Title 20 of the Revised Statutes. This power of acquisition shall extend to lands held by any local unit.

At least 60 days prior to any acquisition the commissioner shall submit a statement of any such intended acquisition to each of the following bodies in the Department of Conservation and Economic Development: the Water Policy and Supply Council, the Planning and Development Council, the Fish and Game Council and the Shell Fisheries Council.

7. The commissioner shall prescribe rules and regulations governing the administration, operation and use of lands acquired by the State under this act to effect the purpose of this act.

8. Lands approved by the commissioner for acquisition by a local unit with State assistance shall be acquired by and in the name of the local unit and may be acquired in any manner authorized by law for the acquisition of lands for such purposes by the local unit.

9. A grant to assist a local unit to acquire lands for recreation and conservation purposes shall not be made under this act until:

(a) The local unit has applied to the commissioner on forms prescribed by him describing the land acquisition for which a grant is sought, stating the recreation and conservation purpose or purposes to which such lands will be devoted, stating the facts which give rise to the need for such lands for such purpose, enclosing a comprehensive plan for the development of the local unit approved by its governing body, and stating such other matters as the commissioner shall prescribe;

(b) The commissioner shall have prescribed the terms and conditions under which the grant applied for will be made; and

(c) The local unit shall have filed with the commissioner its acceptance of such terms and conditions, and has otherwise complied with the provisions of this act.

10. A grant may not be made under this act until the local unit has adopted regulations governing the administration, use and development of the lands in question, and until the commissioner shall have approved such regulations. No such regulation may be altered thereafter without the approval of the commissioner.

11. Grants under this act shall be made by the State Treasurer upon certification of approval by the commissioner. Each grant shall be in an amount equal to 50% of the actual price to be paid for the lands in question.

12. Without limitation of the definition of "lands" herein, the commissioner may acquire, or approve grants to assist a local unit to acquire:

(a) lands subject to the right of another to occupy the same for a period measured in years or otherwise; or

(b) an interest or right consisting, in whole or in part, of a restriction on the use of land by others including owners of other interests therein; such interest or right sometimes known as a "conservation easement."

13. (a) Lands acquired by a local unit with the aid of a grant under this act shall not be disposed of or diverted to a use for other than recreation and conservation purposes without the approval of the commissioner and the State House Commission. Such approval of the State House Commission shall not be given unless the local unit shall agree to pay an amount equal to 50% of the value of such land, as determined by the commission, into the State Recreation and Conservation Land Acquisition Fund, if the original grant shall have been made from that fund, or, if not, then into the State Treasury. Money so returned to said fund shall be deemed wholly a part of the portion of that fund available for grants to local units under this act.

(b) Lands acquired by the State under this act with money from the State Recreation and Conservation Land Acquisition Fund shall not be disposed of

or diverted to use for other than recreation and conservation purposes without the approval of the State House Commission. Such approval shall not be given unless the commissioner shall agree to pay an amount equal to the value of such land, as determined by the commission, into said fund. Money so returned to said fund shall be deemed wholly a part of the portion of that fund available for land acquisition by the State under this act.

(c) If land acquired by the State under this act with money from the State Recreation and Conservation Land Acquisition Fund is subsequently developed for any water supply projects, the commissioner shall pay an amount equal to the value of the land so developed, as said value is determined by the State House Commission, into said fund. Money so returned to the fund shall be deemed wholly a part of the portion of that fund available for land acquisition by the State under this act. The commissioner shall make said payment from any funds available for such purpose in the State Water Development Fund or other water development moneys appropriated and available for such purpose.

14. Use of lands acquired under this act by the State or with State assistance shall not be restricted by any conditions of race, creed, color or nationality, and shall not be restricted by any condition of residence except by direction of or with the approval of the commissioner.

15. Notwithstanding any other provision of law, lands to be acquired by the State under this act from any local unit may be sold to the State by the unit at private sale.

16. The commissioner, in executing this act, may do all things necessary or useful and convenient in connection with the acquisition of lands by the State or with the assistance of the State, including the following:

(a) Make arrangements for and direct (i) engineering, inspection, legal, financial, geological, hydrological and other professional services, estimates and advice; (ii) and organizational, administrative and other work and services;

(b) Enter on any lands for the purpose of making surveys, borings, soundings or other inspections or examinations;

(c) Prescribe rules and regulations to implement any provisions of this act.

17. The money in the State Recreation and Conservation Land Acquisition Fund created by the New Jersey Green Acres Bond Act of 1961 is hereby appropriated to the Department of Conservation and Economic Development for use in executing the provisions of this act, according to the following division:

(a) with respect to acquisition of lands by the State under this act, \$40,000,000.00;

(b) with respect to State grants under this act to assist local units to acquire lands, \$20,000,000.00.

18. Section 17 of this act shall take effect upon approval by the people at a general election of the New Jersey Green Acres Bond Act of 1961, and the remainder of this act shall take effect immediately.

Appendix B-3: Chapter 427, Laws of 1961, Wisconsin

AN ACT...relating to the creation of a state recreation committee, authorizing the improvement of the state-wide recreational facilities of the state and making an appropriation.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 15.60 of subchapter VI of chapter 15 of the statutes is created to read:

15.60 STATE RECREATION COMMITTEE. (1) (a) The purpose of this section is to promote, encourage and co-ordinate a long-range plan to acquire, maintain and develop for public use those areas of the state best adapted to the development of a comprehensive system of recreational facilities in all fields, including without limitation: parks; forests; camping grounds; fishing and hunting grounds; scenic areas, waters and highways; boat landings, beaches and other areas of public access to navigable waters; and to facilitate and encourage the fullest public use thereof.

(b) It is the legislative intent in the passage of this act to authorize the expenditure of approximately \$50,000,000 over the next 10 years for an outdoor recreation and resource development program to be allotted approximately as follows: \$33,000,000, state park and forest recreation areas; \$9,000,000, fish and game habitat; \$2,500,000, youth conservation camps; \$2,000,000 to protect scenic resources along highways; \$1,500,000, for creation of new lakes under the federal small watershed program; \$1,000,000 in state aids to help metropolitan areas acquire rural recreation lands; \$500,000 in state aids to help counties owning lands entered under the forest crop law develop recreational facilities; \$392,000 for tourist information centers; \$270,000 for careful planning of future projects and priorities; and \$50,000 for a survey of the Lake Superior region recreational potential.

(2) There is created a state recreation advisory committee consisting of the governor as chairman ex officio, the director of the conservation department, the chairman of the state highway commission, the director of public welfare, the chairman of the state soil and water conservation committee, and the recreation specialist in the department of resource development. The committee shall meet as often as necessary upon the call of the governor and at least quarterly. Members of the committee shall receive no salary as such members, and any expenses incurred in the performance of their duties shall be charged against their respective departments.

(3) The advisory committee shall:

(a) Recommend to each successive legislature the appropriations necessary to accomplish the priorities established for the following biennium, provided that such recommendations include all projects listed in sub. (6) which have been activated and for which funds have been allotted, and which have not been completed during the preceding biennium;

(b) Co-ordinate the development by its member agencies of a long-range plan for the acquisition and capital improvement of areas necessary for a state-

wide system of recreational facilities to be recommended to the legislature;

(c) Develop and disseminate a long-range plan for the fullest utilization of all the recreational assets of the state.

(4) The committee may reimburse other state agencies for necessary services. When it appears to the committee that there is an overlapping of authority or responsibility between member agencies in the completion of any priority the committee shall negotiate a co-operative agreement for completing the priority among the agencies concerned. The committee may retain necessary consulting services. The committee is attached to the executive office for administrative purposes only.

(5) In the fulfillment of its purposes, the committee may receive such gifts and grants of money or property or services as are not otherwise provided for in the statutes. The proceeds of such gifts or grants of money or property may be expended for the purpose of the gift or grant.

(5b) In a county containing 4,500 acres or more of state park lands on January 1, 1961, no lands or interest therein for new state parks shall be acquired by the state unless the county board of such county first approves the proposed state park.

(6) Projects for the biennium July 1, 1961 to June 30, 1963, shall be limited to the following list of high priorities (the order of listing within priority categories is for identification purposes only):

(a) State park system and state forest recreation areas. New land control, existing projects:

1. Kettle Moraine state forest
2. Governor Dodge state park
3. High Cliff state park
4. Terry Andrae state park
5. Wildcat Mountain state park (Lake area to be studied in 1961-63 and activated if feasible)
6. Apostle Islands state forest
7. Black River state forest
8. Brule River state forest
9. American Legion state forest
10. Northern Highland state forest
11. Flambeau River state forest

(b) State park system and state forest recreation areas. New land control, new projects:

1. Europe Lake state park
2. Lake Wissota state recreation area
3. Mirror Lake state recreation area
4. Pike Lake unit of the Kettle Moraine state forest
5. Sugar Creek recreation area
6. "I" highway recreation areas (3)
7. Whitefish Bay state park

(c) State park system and state forest recreation areas. Areas to be studied and activated if feasible:

1. Lac du Flambeau Pines
2. Raspberry Bay
3. Menominee Indian reservation

- (d) State parks system and state forest recreation areas. Capital improvements, No. 1 priority:
1. State parks
 - a. Blue Mounds
 - b. Copper Falls
 - c. Devils Lake
 - d. Governor Dodge
 - e. High Cliff
 - f. Interstate
 - g. Lost Dauphin
 - h. Nelson Dewey
 - i. Pattison
 - j. Peninsula
 - k. Perrot
 - L. Potawatomi
 - m. Rocky Arbor
 - n. Wyalusing
 - o. Amnicon Falls
 2. State forest recreation areas
 - a. American Legion
 - b. Black River
 - c. Brule River
 - d. Kettle Moraine
 - e. Northern Highland
- (e) State parks system and state forest recreation areas. Capital improvements, No. 2 priority:
1. State parks system
 - a. Aztalan state park
 - b. Big Foot Beach state park
 - c. Brunet Island state park
 - d. Copper Culture Mounds state park
 - e. Cushing Memorial state park
 - f. First Capitol state park
 - g. Lizard Mound state park
 - h. Lucius Woods state park
 - i. Merrick state park
 - j. Mill Bluff state park
 - k. New Glarus state park
 - L. Ojibwa state park
 - m. Old Wade House state park
 - n. Rib Mountain state park
 - o. Roche-a-Cri state park
 - p. Terry Andrae state park
 - q. Tower Hill state park
 - r. Wildcat Mountain state park
 - s. Yellowstone Lake recreation area
 2. State forest recreation areas
 - a. Apostle Islands
 - b. Council Grounds
 - c. Flambeau River
 - d. Point Beach
- (f) Game habitat. 1. New land control, existing projects:
- a. Avon Bottoms
 - b. Allenton Marsh
 - c. Bakkens Pond
 - d. Brandon Marsh
 - e. Brooklyn Marsh
 - f. Blue River
 - g. Collins Marsh
 - h. Deansville Marsh
 - i. Eldorado Marsh
 - j. Grand River
 - k. Honey Creek
 - L. Karsher Marsh
 - m. Killsnake Marsh
 - n. Lake Mills
 - o. Liberty Creek
 - p. Lod Marsh
 - q. Mazomanie Marsh
 - r. McMillan Marsh
 - s. Mead Area
 - t. Mud Lake (Columbia county)
 - u. Mud Lake (Dodge county)
 - v. Mullet Creek
 - w. New Munster Marsh
 - x. Pensaukee Marsh
 - y. Peshtigo Harbor
 - z. Pine Island
 - aa. Poygan Marsh
 - ab. Princess Point
 - ac. Rome Pond
 - ad. Scuppernong Marsh
 - ae. Sensiba Marsh
 - af. Shaw Marsh
 - ag. Theresa Marsh
 - ah. Tichigan Marsh
 - ai. Vernon Marsh
 - aj. Westford Marsh
 - ak. Waterloo Marsh
 - aL. Waunakee Marsh
 - b. Brillion Marsh
 - c. Evansville Marsh
 - d. Goose Lake
 - e. Jefferson Marsh
 - f. Klemme Marsh
 - g. Mud Lake (Dunn county)
 - h. Paris Marsh
 - i. Richmond Marsh
 - j. Scattered wetlands
 - k. Silver Creek
 - L. Swan Lake
 - m. White River
 - n. Wildcat Marsh
 - o. Wolf River
- (g) Fish habitat. 1. New land control, existing projects:
- a. Big Roche-a-Cri
 - b. Camp Lake Marsh
 - c. Cedar Springs
 - d. Chaffee Creek
 - e. Dell Creek
 - f. Dorn Creek Marsh
 - g. Eagle Lake Marsh
 - h. Elk Creek
 - i. Emmons Creek
 - j. Kinnickinnic River
 - k. LaBudde Creek
 - L. La Crosse River
 - m. Little Plover River
 - n. Little Wolf River
 - o. Mekan River
 - p. Milwaukee River
 - q. Nace Creek
 - r. Peterson Creek
 - s. Pine River
 - t. Prairie River
 - u. Radley Creek
 - v. Remnant Fish Habitat Areas
 - w. Sawyer Creek
 - x. Silver Lake Marsh
 - y. Soules Creek
 - z. Turtle Creek
 - aa. Upper Tomorrow River
 - ab. Upper Waubesa Marsh
 - ac. Wedde Creek
 - ad. White River (Waushara county)
 - ae. White River, South Branch (Bayfield county)
 - af. Willow Creek
 - ag. Wind Lake Marsh
2. New land control, new projects:
- a. Bean Brook
 - b. Big Brook
 - c. Big Sioux River
 - d. Bluff Creek
 - e. Bolen Creek
 - f. Devils Creek
 - g. Evergreen River
 - h. Leech Creek
 - i. Moose Ear Creek
 - j. Mt. Vernon Creek
 - k. Oconto River, South Branch
 - L. Osceola Creek
 - m. Plum Creek
 - n. Remnant Fish Habitat Areas
 - o. Upper Neenah Creek
- (h) Youth conservation camps. 1. Establishment of a camp at Interstate park during the summer of 1961.
2. Establishment of a camp in the Rhinelander area during the summer of 1962.

3. Lease of land and facilities for temporary conservation camps pending completion of the permanent camps.

(i) Scenic easements. 1. First priority will be given to completing scenic easements along the Great River road. Easements will also be acquired on highways along Lake Michigan and Green Bay, Lake Superior; along the Chippewa, Wisconsin, Fox, Milwaukee and Wolf rivers; in the lake and forest country of northern Wisconsin; and through the Menominee Indian reservation and the Kettle Moraine area.

j. Tourist information centers. 1. A permanent tourist center shall be established in 1961 near the Illinois border, adjacent to the interstate highway between Chicago and Milwaukee. Two mobile centers shall be purchased and tried at various experimental locations near Hudson, Beloit and other points adjacent to the interstate highway system.

SECTION 2. 20.280 (71a), (71b), (73a), (74a) and (74b) of the statutes are created to read:

20.280 (71a) FISH MANAGEMENT; LAND AND LAND EASEMENTS. For the biennium beginning July 1, 1961, \$1,000,000 for the acquisition of additional fish management land and land use easements, of which at least \$250,000 shall be used for the acquisition of land use rights as provided in s. 23.09 (16). At the end of each biennium any unencumbered balance in this appropriation shall revert to the appropriation made by s. 20.703 (41).

(71b) GAME MANAGEMENT; LAND AND LAND EASEMENTS. For the biennium beginning July 1, 1961, \$1,703,000 for additional game management lands and land rights under s. 23.09 (16), of which not more than \$208,000 may be used for the acquisition and development of Bong air base and of which at least \$300,000 shall be used for easements and land rights. At the end of this biennium any unencumbered balance of this appropriation shall revert to the appropriation made by s. 20.703 (41) (a).

(73a) LAND FOR PARKS. For the biennium beginning July 1, 1961, \$5,000,000 for additional acquisition and capital improvement of parks and recreation areas, of which \$1,000,000 is for capital development of state parks and forest recreation areas; of which at least \$500,000 shall be for the acquisition of easements and other public rights as provided in s. 23.09 (16); and of which the remainder shall be for park and recreation area land acquisition. At the end of the biennium any unencumbered balance of this appropriation shall revert to the appropriation made by s. 20.703 (41) (a).

(74a) TOURIST INFORMATION CENTERS. For the biennium beginning July 1, 1961, \$140,000 for the construction, acquisition and operation of tourist information centers as provided in s. 23.092. At the end of the biennium any unencumbered balance of this appropriation shall revert to the appropriation made by s. 20.703 (41) (a).

(74b) STATE AIDS FOR RECREATIONAL DEVELOPMENTS IN COUNTY FOREST CROP LANDS. For the biennium beginning July 1, 1961, \$100,000 for purposes set forth in s. 23.09 (17). At the end of the biennium any unencumbered balance of this appropriation shall revert to the appropriation made by s. 20.703 (41) (a).

SECTION 3. 20.420 (86) of the statutes is created to read:

20.420 (86) EASEMENTS AND SITES. For the biennium beginning July 1, 1961, \$293,000 as transferred pursuant to s. 20.703 (41) (b) 3 for the acquisition of scenic easements and development of historic markers, overlooks, waysides, and related purposes pursuant to ss. 84.04 and 84.09 (1). At the end of the biennium, any unencumbered balance of this appropriation shall revert to the appropriation made by s. 20.703 (41) (a).

SECTION 4. 20.670 (48) of the statutes is created to read:

20.670 (48) YOUTH CAMPS. For the biennium beginning July 1, 1961, \$525,000 for the construction and operation of youth conservation camps pursuant to s. 46.70. At the end of the biennium, any unencumbered balance of this appropriation shall revert to the appropriation made by s. 20.703 (41) (a).

SECTION 5. 20.703 of the statutes is created to read:

20.703 RECREATION COMMITTEE, STATE. (41) RECREATION ALLOCATIONS. (a) All moneys collected under ss. 139.50 (2) (b) and 139.51 (2) (b) shall be paid within one week after receipt into the general fund, and are appropriated therefrom to the state recreation committee for purposes specified in s. 15.60 and as provided in ss. 20.280 (71a), (71b), (73a), (74a), (74b), 20.420 (86), 20.670 (48), 20.705 (42) and (43) and 20.750 (41).

(b) The moneys available in the 1961-1963 biennium shall be transferred in accordance with the following allocations:

1. To the conservation commission \$8,686,000 for deposit in the conservation fund for the following purposes:

a. General. There shall be allocated \$493,000 to be used in place of certain miscellaneous conservation fund revenues heretofore appropriated for park purposes.

b. Parks and forest recreation areas. 1) Land control. There shall be allocated \$4,000,000 for the acquisition of land and rights in land of which not less than \$500,000 shall be used to acquire land use easements and rights in property as provided in s. 23.09 (16). 2) Capital improvement. There shall be allocated \$1,000,000 for capital improvements, including campsites. 3) Maintenance and operation. There shall be allocated \$250,000 for the normal operation and maintenance of parks and forest recreation areas.

c. Fish and game. 1) Land control-fish management. There shall be allocated \$1,000,000 for acquisition of land or land easements, of which not less than \$250,000 shall be used to acquire land use easements as provided in s. 23.09 (16). 2) Land control-game management. There shall be allocated \$1,703,000 for acquisition of land or land easements, of which not less than \$300,000 shall be used to acquire land use easements as provided in s. 23.09 (16) and of which not more than \$208,000 may be used for the acquisition and development of Bong air base.

d. Tourist information centers. There shall be allocated \$140,000 for the construction, acquisition and operation of tourist information centers as provided in s. 23.092.

e. Additional programs. The state recreation committee may authorize expenditures from funds allocated under b. 1) and c. of this subdivision for such appraisal, surveying, negotiation and legal costs as are directly and specifically related to the additional land acquisition programs herein described.

f. County recreational project aids. As aids to the counties in the development of recreational projects on county-owned forest crop lands under s. 23.09 (17), \$100,000.

2. To the state soil and water conservation committee's appropriation made by s. 20.750 (41), \$90,000 for the creation of lakes under s. 92.18.

3. To the highway commission for deposit in the highway fund, \$293,000 for acquisition of scenic easements and development of historic markers, overlooks, waysides, and related purposes as provided under s. 84.09 (1).

4. To the department of public welfare's appropriation made by s. 20.670 (48), \$525,000 for the construction and operation of youth conservation camps as provided under s. 46.70.

5. To the department of resource development's appropriations made by ss. 20.705 (42) and (43), \$250,000 for the following purposes:

a. Lake Superior south shore study. There shall be allocated \$50,000 for the conduct of a comprehensive study of the economic and recreational potential of the Lake Superior south shore area.

b. Metropolitan park area land acquisition. There shall be allocated \$200,000 for assistance to political subdivisions for park land acquisitions as provided in ss. 66.36 and 109.05 (3).

6. To the state recreation committee's appropriation made by sub. (42), \$52,000 for the functions of the committee in establishing and coordinating a long-range recreational plan.

(c) With the approval of the board on government operations, the committee may reduce, supplement or transfer between the allocations made in par. (b) when the committee finds that such action will expedite its program.

(d) The moneys allocated by par. (b) may be transferred quarterly and the department of administration may approve allotment requests of the agencies receiving such allocations in anticipation of these transfers.

(42) Biennially beginning July 1, 1961, \$52,000 for the execution of its functions under s. 15.60.

SECTION 6. 20.705 (42) and (43) of the statutes are created to read:

20.705 (42) AIDS FOR PARKS. For the biennium beginning July 1, 1961, \$200,000 for the state's share of urban aids pursuant to ss. 66.36 and 109.05 (3). At the end of the biennium, any unencumbered balance of this appropriation shall revert to the appropriation made by s. 20.703 (41) (a).

(43) SUPERIOR STUDY. For the biennium beginning July 1, 1961, \$50,000 for the study of the Lake Superior region pursuant to s. 20.703 (41) (b) 5.

SECTION 7. 20.750 (41) of the statutes is created to read:

20.750 (41) LAKE CREATION. For the biennium beginning July 1, 1961, \$90,000 for the state's share of the cost of creating lakes pursuant to s. 92.18. At the end of the biennium, any unencumbered balance

of this appropriation shall revert to the appropriation made by s. 20.703 (41) (a).

SECTION 8. 23.09 (16) and (17) of the statutes are created to read:

23.09 (16) CONSERVATION EASEMENTS AND RIGHTS IN PROPERTY. Confirming all the powers hereinabove granted to the commission and in furtherance thereof, the commission is expressly authorized to acquire any and all easements in the furtherance of public rights, including the right of access and use of lands and waters for hunting and fishing and the enjoyment of scenic beauty, together with the right to acquire all negative easements, restrictive covenants, covenants running with the land, and all rights for use of property of any nature whatsoever, however denominated, which may be lawfully acquired for the benefit of the public. The commission also may grant leases and easements to properties and other lands under its management and control under such covenants as will preserve and protect such properties and lands for the purposes for which they were acquired.

(17) AIDS TO COUNTIES FOR THE DEVELOPMENT OF RECREATION FACILITIES. (a) The county board of any county which, by resolution, indicates its desire to develop outdoor recreation facilities on county lands entered under the forest crop law may make application to the conservation commission for the apportionment of funds for state aids to counties for such purposes.

(b) For the purposes of this subsection outdoor recreational facilities shall mean the development of picnic and camping grounds, nature trails, beaches and bath houses, toilets, shelters, wells and pumps, and fireplaces. Costs associated with the operation and maintenance of recreational facilities shall not be eligible for aids under this section.

(c) The state aids granted under this section shall be no greater than but may be less than one-half the cost of such project as determined by the commission.

(d) Applications shall be made in the manner and on forms prescribed by the commission. The commission shall thereupon make such investigations as it deems necessary to satisfy itself that the project will best serve the public interest and need. Upon approval of the project the commission shall encumber a sum not more than one-half of the cost estimate of such project. When the project is completed, the commission shall pay to the county not more than one-half the actual cost of such project. The commission is authorized to inform itself and to require any necessary evidence from the county to substantiate the cost before payment is made.

(e) The commission in making its deliberations shall give careful consideration to whether or not the proposal is an integral part of an official comprehensive land and water use plan for the area as well as the relationship of the project to similar projects on other public lands. If requests for state aids exceed the funds allotted to the commission for this program, those requests which form an integral part of a comprehensive plan shall be given first priority.

(f) Recreation facilities developed under the assistance of this act shall not be converted to uses which are inconsistent with the purposes of this act

without the approval of the commission. The commission shall not issue such approval unless there is evidence that such other uses are essential to and in accordance with an official comprehensive plan for the area. The commission shall require that the proceeds from the disposal of facilities developed under this act shall be used to further the objectives of this act.

SECTION 9. 23.092 of the statutes is created to read:

23.092 INFORMATION CENTERS. The conservation commission is authorized to establish information centers, permanent or mobile, in such manner as it directs.

SECTION 10. 46.70 of the statutes is created to read:

46.70 YOUTH CAMPS. The department may establish and operate youth conservation camps for boys in co-operation with the conservation commission. The camps shall be operated during summers in areas suitable for constructive employment in conservation projects. The department of public welfare is authorized to acquire by fee or by lease all lands and facilities necessary for the establishment of camps for such department.

SECTION 11. 66.36 of the statutes is created to read:

66.36 AIDS TO MUNICIPALITIES FOR THE ACQUISITION OF RECREATIONAL LANDS. (1) Any city of the first and second class as defined by s. 62.05 (1) may apply for and accept state aids for the acquisition of recreational lands and rights in lands for the development of its metropolitan area park system under ss. 20.705 (42) and 109.05 (3).

(2) In those counties having a population of 90,000 or more but less than 500,000 as determined by the last federal census, the county park commissions established under s. 27.02 are eligible for aid under this section if such county park commissions have mutually agreed with all cities of the first and second class located within such counties that the primary responsibility for providing urban citizens with recreation facilities is that of the county park commissions. In such counties, where cities of the first and second class are located, and where mutual agreements between city park commissions and county park commissions do not exist, the county park commissions shall not be eligible for aids under this section. In those counties having a population of 90,000 or more as determined by the last federal census where there are no cities of the first and second class, the county park commission shall be eligible for aid under this section. In counties having a population of 500,000 or more, the only unit of

government eligible for aids under this section shall be the county park commission.

(3) State aid under this section shall be limited to no more than 50 per cent of the cost of acquiring, through fee title or through easements, recreation lands which are essentially open in nature and which are located in areas which are not intensively developed for homes or commercial establishments and which are open, or predominantly open, lands, including agricultural land, wetlands, flood plains, forest and wood lots in and around urban areas which because of scenic, historic or aesthetic factors have outdoor recreation values such as sight-seeing, picnicking, hiking, nature study, swimming, boating, hunting, fishing and camping. Costs associated with development and maintenance of parks established under this section shall not be eligible for state aid. Costs of acquiring lands or land rights shall not be included in the "cost of land" eligible for state aid under this section. Title to lands or rights in lands acquired under this section shall vest in the local unit of government, provided that such land shall not be converted to uses inconsistent with this section without prior approval of the state and that proceeds from the sale or other disposal of such lands shall be used to promote the objectives of this section.

SECTION 12. 92.18 of the statutes is created to read:

92.18 ADDITIONAL AIDS. Any soil and water conservation district which is eligible for aid under P.L. 83-566, as amended, is eligible for additional aids from the state as follows: up to 50 per cent of the cost incurred by the district for conservation development specified in s. 92.08 (3), meaning thereby the excess cost of the dam structure and additional land necessitated for fish and wildlife development, or meaning thereby the cost chargeable to the state or its agency when an artificial impoundment is part of an integrated flood control program. Applications for state aids under this section shall contain provision for public access to the bodies of water to be created.

SECTION 13. 109.05 (3) of the statutes is created to read:

109.05 (3) The department shall receive applications for state aid in such manner as the department prescribes for metropolitan area park development submitted under s. 66.36 and allocate funds therefor within the limits of the appropriation established by s. 20.705 (42) in accordance with priorities based on comprehensive plans submitted with the application and on the ratio of population density to available recreational lands in the area to be served.

Appendix B-4: California Proposed "Little Williams Bill"

Senate No. 1495, Introduced by Senator Farr, April 21, 1961, Referred to Committee on Governmental Efficiency.

An act to add Chapter 13 (commencing with Section 7000) to Division 7, Title 1 of the Government Code, relating to the preservation and acquisition of open land in and around urban areas and making an appropriation therefor.

The people of the State of California do enact as follows:

SECTION 1. Chapter 13 (commencing with Section 7000) is added to Division 7 of Title 1 of the Government Code, to read:

CHAPTER 13. OPEN SPACE AND URBAN DEVELOPMENT

7000. (a) The Legislature finds and declares that a combination of physical, social, economic, and governmental forces have caused, and are continuing to cause, rapid and extensive expansion of the State's urban areas, and that this expansion has frequently been of a scattered and sprawling character thereby causing or threatening severe economic and environmental problems for the inhabitants of these urban areas, including air and water pollution, flood damage, blight and slums, and loss of valuable open land for recreation and other community and area-wide purposes.

(b) The Legislature further finds and declares that premature, scattered or sprawling urban development is a matter of statewide concern in that many recent studies and historical trends indicate that more than 90 percent of the State's inhabitants live in urban and suburban areas comprising 10 metropolitan population concentrations and that the loss of open land in and around metropolitan areas is a major development problem within the State.

(c) The Legislature further finds and declares that there is a need to assist the local governments comprising the State's metropolitan areas in planning for the acquisition and preservation of, and in directly acquiring or otherwise preserving, open land in and around urban and suburban areas through the provision of technical and financial assistance; and that such planning, acquisition and preservation are public purposes for which public funds may be expended or advanced.

7001. It is the intent of the Legislature in enacting this chapter to help curb scattered, sprawling and economically wasteful urban development, to help prevent urban blight and deterioration, and to encourage more economically sound, environmentally healthy, and aesthetically satisfying urban development through the preservation of open land useful and necessary for the proper long-range growth and economic and social welfare of the State's urban areas. It is further the intent of the Legislature to make possible, through the provision of financial and technical assistance, prompt action by local government in planning for, and acquiring and preserving

open land in and around urban areas, and in coordinating such local planning and acquisition with similar plans and programs of state and federal government agencies.

7002. For the purposes of this chapter, the term "open land" means any open or predominantly open land, including agricultural or forest land, in and around urban areas characterized by: (1) economic, social or physical value as a means of guiding or shaping land use and development in a more economic and environmentally desirable manner; (2) recreational value; (3) conservation value in protecting water supplies, preventing or lessening air or water pollution, providing flood control, or preserving forest, fish and wildlife, or other natural resources; or (4) scenic, historic, scientific or aesthetic value.

7003. For the purposes of this chapter, the term "urban area" means any area urban in character, including surrounding suburban, semi-rural, or rural areas, which forms an economic and socially unified region, taking into account present and future population distribution, land use and development patterns and trends, trading areas, utility and transportation systems and networks, and similar mutual or common areawide activities and interests.

7004. For the purposes of this chapter, the term "official comprehensive plan" shall mean a plan meeting the requirements set forth in Section 65462 of the Government Code in their entirety.

7005. In order to achieve and attain the intent and purposes contained in this chapter, and to specifically provide financial assistance to local government therefor, the Planning Officer of the State Office of Planning, Department of Finance, is authorized to make grants to any county, city, city and county, or to any public agency established by state or local law which is acceptable to him as capable of carrying out the provisions of this chapter, to help finance: (1) the acquisition of the fee or any lesser interest, development right, or easement in open land, the preservation of which is of regional or areawide importance and essential to the proper long-range development, health and welfare of an urban area and to the larger region of which it may be a part; and (2) the planning for the acquisition and preservation of such open land. Grants for the purposes specified in this chapter shall be made from such sources and in such amounts as the Legislature may determine.

7006. The amount of any grant made in accordance with the provisions of this chapter shall not exceed 25 percent of the total cost, as approved by the Planning Officer, of acquiring the fee or any lesser interest, development right, or easement in any open land; or shall not exceed 35 percent of such cost in the case of a grant extended to any regional or areawide agency or body which (1) is established under state or local law, and (2) exercises planning and acquisition responsibilities consistent with the purposes of this chapter for an urban area as a whole.

7007. Notwithstanding any other provisions of this chapter, an amount not to exceed 10 percent of the funds available at any time to implement the purposes of this chapter may be allocated for the preparation

of detailed open space plans for the acquisition and preservation of open land, provided that such detailed plans are undertaken as an integral part of, or subsequent to the completion of an official comprehensive plan.

7008. Grants made pursuant to the provisions of this chapter shall be made solely to assist (1) planning for open land acquisition, and (2) acquisition of the fee or any lesser interest, development right, or easement in open land and shall not be made to defray development costs, project or nonproject operating expenses, or ordinary governmental expenses.

7009. In making grants pursuant to this chapter, the Planning Officer, with the advice and guidance of the Department of Finance, shall impose terms and conditions that are designed to protect the State's investment and that are necessary to carry out the purposes of this chapter.

7010. Authority and responsibility for the administration of the assistance provided under this chapter is hereby vested in the Planning Officer. All applications for assistance shall be submitted for his approval and the Planning Officer shall, with the advice and guidance of the Department of Finance, prescribe such rules and regulations, procedures, forms and submission of information as he may deem necessary or appropriate. The Planning Officer may delegate any administrative functions to any other state agency authorized to perform such functions, except that responsibility for such functions shall remain solely with the Planning Officer.

7011. In extending financial assistance under the provisions of this chapter, and in processing applications for such assistance, the Planning Officer shall consider the extent to which the communities constituting the urban areas making application are undertaking comprehensive physical planning, are employing sound zoning and other land use regulations for orderly urban development, and are using enabling legislation permitting the acquisition and preservation of open land by local government. The Planning Officer shall give preference to those proposals for the acquisition of the fee or any lesser development right, or easement interest in open land which are in accordance with an open space plan which is an integral part of an official comprehensive plan for an urban area as a whole. Subsequent to four years after the passage of this chapter, no application or proposal shall be approved which is not in accordance with such an areawide plan.

7012. Where there exists an open space plan which is an integral part of an official comprehensive plan for an urban area as a whole or for any portion thereof, no assistance shall be provided for the acquisition or preservation of any open land unless said acquisition or preservation is in accordance with that plan in the urban area having largest geographic scope and including the area in which such land is located.

7013. Whenever application is made for financial assistance under the provisions of this chapter, and

the open land proposed to be acquired or preserved is located in a substantially larger open or predominantly open area, the Planning Officer may condition approval of the application upon the preparation of a detailed development plan for the future sound use and development of that portion of the larger open area under the jurisdiction of the applicant as the Planning Officer determines is necessary to meet foreseeable development needs. To facilitate such planning, the Planning Officer may allow such portion of any assistance granted as is necessary to accomplish such planning.

7014. No open land acquired or preserved with assistance under this chapter shall be converted to uses which are inconsistent with the purposes of this chapter without the approval of the Planning Officer. The Planning Officer shall issue no such approval unless there is compelling evidence that such other uses are essential to, and in accordance with, an official comprehensive plan for the urban area as a whole. The Planning Officer shall require that the proceeds from the disposal of the fee or any lesser interest, development right, or easement in any open land acquired or preserved with assistance under this chapter shall be used to further the intent and purposes thereof.

7015. In extending assistance under the provisions of this chapter, the Planning Officer shall make every effort to coordinate the open land acquisition and preservation efforts of State and local government and shall transmit copies, or otherwise notify affected state agencies, of applications submitted to him.

7016. To further the purposes of this chapter, the Planning Officer may, from time to time, study and make recommendations respecting the following: (1) more effective utilization and co-ordination of other state and local programs so as to increase, to the greatest extent feasible, their contribution to open land needs in urban areas; (2) the extent to which state lands may be more effectively used in urban areas for the purposes of this chapter; (3) such legal, financial, planning or administrative measures as will enhance the ability of state and local government to provide adequate open land in and around urban areas. The Planning Officer may contract for professional services in connection with such studies.

7017. Nothing in this chapter shall be construed as altering or affecting the provisions of Chapter 1.5, Title 7 of the Government Code relating to the Planning Officer, the State Office of Planning, the Director of Finance, or the Department of Finance.

7018. This act shall be known and may be cited as the "Open Space and Urban Development Act of 1961".

SEC. 2. The sum of dollars (\$.....) is hereby appropriated from the General Fund in the State Treasury to carry out the provisions of Chapter 13 (commencing with Section 7000), Division 7 of Title 1 of the Government Code during the 1961-62 fiscal year.

Appendix B-5: Pennsylvania's "Project 70" Open Space Program

This program, submitted to the legislature by Governor David L. Lawrence on January 16, 1962, proposes a \$70 million open space acquisition program to be financed by a bond issue. The constitutional amendment for the bond issue was approved in February of 1962 by the General Assembly. It must also be approved in the 1963 session and then submitted on the ballot for approval by the voters in the 1963 elections.

Legislation for the management of the program is not yet drafted, but the basic provisions will be as follows:

Of the \$70 million in bond issue money, \$20 million will be available to communities in all parts of the State on a matching basis for use in their efforts to improve their general community livability through park, open space, and other conservation programs.

Another \$10 million of the bond issue will be earmarked for the acquisition of vital fish or wildlife areas, or boating sites, which are imperiled by other developments. These programs would be executed by the Pennsylvania Fish and Game Commissions.

The remaining \$40 million to be supplemented with up to 30 percent in Federal funds, would be utilized by the Commonwealth, through the Department of Forests and Waters, to acquire lands, regional parks, and reservoirs around population centers.

The Department of Forests and Waters would be directed to concentrate its land acquisition efforts in 43 counties where 10,165,000 Pennsylvanians live—90 percent of the State population.

The 24 remaining counties are the mountain forest areas, and they have been classified as "tourist destination" counties under Project 70. In most of them, acquisition of public lands is not the critical problem, because the Commonwealth already owns a vast acreage awaiting full vacation development. Until now, this mountain region lacked accessibility. But by 1970, the Keystone Shortway and other interstate highways will be approaching completion. Three great Federal recreation areas will be established in this region, each of them based upon multiple-purpose reservoirs more than 30 miles long.

Appendix B-6: California Easement Act

CHAPTER 1658, STATUTES 1959

An act to add Chapter 12 (commencing at Section 6950) to Division 7 of Title 1 of the Government Code, relating to the purchase of interests in real property by counties and cities and to the preservation of open spaces and areas for public use and enjoyment. The people of the State of California do enact as follows:

SECTION 1. Chapter 12 (commencing at Section 6950) is added to Division 7 of Title 1 of the Government Code, to read:

CHAPTER 12. PURCHASE OF INTERESTS AND RIGHTS IN REAL PROPERTY

6950. It is the intent of the Legislature in enacting this chapter to provide a means whereby any county or city may acquire, by purchase, gift, grant, bequest, devise, lease or otherwise, and through the expenditure of public funds, the fee or any lesser interest or right in real property in order to preserve, through limitation of their future use, open spaces and areas for public use and enjoyment.

6951. The Legislature finds that the rapid growth and spread of urban development is encroaching upon, or eliminating, many open areas and spaces of varied size and character, including many having significant scenic or esthetic values, which areas and spaces if preserved and maintained in their present open state would constitute important physical, social, esthetic or economic assets to existing or impending urban and metropolitan development.

6952. The Legislature hereby declares that it is necessary for sound and proper urban and metropolitan development, and in the public interest of the people of this State for any county or city to expend or advance public funds for, or to accept by, purchase, gift, grant, bequest, devise, lease or otherwise, the fee or any lesser interest or right in real property to acquire, maintain, improve, protect, limit the future use of or otherwise conserve open spaces and areas within their respective jurisdictions.

6953. The Legislature further declares that the acquisition of interests or rights in real property for the preservation of open spaces and areas constitutes a public purpose for which public funds may be expended or advanced, and that any county or city may acquire by purchase, gift, grant, bequest, devise, lease or otherwise, the fee or any lesser interest, development right, easement, covenant or other contractual right necessary to achieve the purposes of this chapter. Any county or city may also acquire the fee to any property for the purpose of conveying or leasing said property back to its original owner or other person under such covenants or other contractual arrangements as will limit the future use of the property in accordance with the purposes of this chapter.

6954. For the purposes of this chapter an "open space" or "open area" is any space or area characterized by (1) great natural scenic beauty or (2) whose existing openness, natural condition, or present state of use, if retained, would enhance the present or potential value of abutting or surrounding urban development, or would maintain or enhance the conservation of natural or scenic resources.

Appendix B-7: New York Easement Act

GENERAL MUNICIPAL LAW, BOOK 23,
SECTION 247, 1960

ACQUISITION OF OPEN SPACES AND AREAS

1. Definitions. For the purposes of this chapter an "open space" or "open area" is any space or area characterized by (1) natural scenic beauty or (2) whose existing openness, natural condition, or present state of use, if retained, would enhance the present or potential value of abutting or surrounding urban development, or would maintain or enhance the conservation of natural or scenic resources.

2. The acquisition of interests or rights in real property for the preservation of open spaces and areas shall constitute a public purpose for which public funds may be expended or advanced, and any county, city, town, or village after due notice and a public hearing may acquire, by purchase, gift, grant, bequest, devise, lease or otherwise, the fee or any lesser interest, development right, easement, covenant, or other contractual right necessary to achieve the purposes of this chapter, to land within such municipality.

3. After acquisition of any such interest pursuant to this act the valuation placed on such an open space or area for purposes of real estate taxation shall take into account and be limited by the limitation on future use of the land. Added L. 1960, c. 945, S 2, eff. April 28, 1960.

Legislative intent. Laws 1960, c. 945, S 1, eff. April 28, 1960, provided:

"It is the intent of the legislature in enacting this chapter to provide a means whereby any county, city, town or village may acquire, by purchase, gift, grant, bequest, devise, lease or otherwise, and through the expenditure of public funds, the fee or any lesser interest or right in real property in order to preserve, through limitation of their future use, open spaces and areas for public use and enjoyment.

"The legislature finds that the rapid growth and spread of urban development is encroaching upon, or eliminating, many open areas and spaces of varied size and character, including many having significant scenic or esthetic values, which areas and spaces if preserved and maintained in their present open state would constitute important physical, social, esthetic or economic assets to existing or impending urban and metropolitan development.

"The legislature hereby declares that it is necessary for sound and proper urban and metropolitan development, and in the public interest of the people of this state for any county, city, town or village to expend or advance public funds for, or to accept by, purchase, gift, grant, bequest, devise, lease or otherwise, the fee or any lesser interest or right in real property to acquire, maintain, improve, protect, limit the future use of or otherwise conserve open spaces and areas within their respective jurisdictions."

Appendix B-8: Maryland Easement Act

CHAPTER 63^{1/}

(House Bill 75)

AN ACT to add new Section 357A to Article 66C of the Annotated Code of Maryland (1957 Edition), title "Natural Resources", sub-title "Forests and Parks—In General", to follow immediately after Section 357 thereof, relating to the purchase AND ACQUISITION BY CONTRACT OR GIFT of interests in real property by counties and cities, OR THE STATE DEPARTMENT OF FORESTS AND PARKS, and to the preservation of open spaces and areas for public use and enjoyment.

Whereas, It is the intent of the Legislature to provide a means whereby any county or city, OR THE STATE DEPARTMENT OF FORESTS AND PARKS, may acquire, by purchase, gift, grant, bequest, devise, ~~lease or otherwise~~ OR LEASE, and through the expenditure of public funds, the fee or any lesser interest or right in real property in order to preserve, through limitation of their future use, open spaces and areas for public use and enjoyment; and

^{1/}Sec. 357A italicized in original of bill to indicate new matter. CAPITALS indicate amendments to bill. ~~Strike out~~ indicates matter stricken out of bill.

Whereas, The Legislature finds that the rapid growth and spread of urban development is encroaching upon, or eliminating, many open areas and spaces of varied size and character, including many having significant scenic or esthetic values, which areas and spaces if preserved and maintained in their present open state would constitute important physical, social, esthetic or economic assets to existing or impending urban and metropolitan developments; and;

Whereas, The Legislature declares that it is necessary for sound and proper urban and metropolitan development, and in the public interest of the people of this State for any county or city, OR THE STATE DEPARTMENT OF FORESTS AND PARKS, to expend or advance public funds for, or to accept by, purchase, gift, grant, bequest, devise, ~~lease or otherwise~~ OR LEASE, the fee or any lesser interest or right in real property to acquire, maintain, improve, protect, limit the future use of or otherwise conserve open spaces and areas within their respective jurisdictions; now, therefore,

Section 1. Be it enacted by the General Assembly of Maryland, That new Section 357A be and it is hereby

added to Article 66C of the Annotated Code of Maryland (1957 Edition), title "Natural Resources", subtitle "Forests and Parks—In General", to follow immediately after Section 357 thereof, and to read as follows:

357A. (a) The acquisition of interest or rights in real property for the preservation of open spaces and areas constitutes a public purpose for which public funds may be expended or advanced. Any county or city, AND THE STATE DEPARTMENT OF FORESTS AND PARKS, may acquire, by purchase, gift, grant, bequest, devise, lease-~~or otherwise~~ OR LEASE, the fee or any lesser interest, development right, easement, covenant or other contractual right necessary to achieve this end. Any county or city, AND THE STATE DEPARTMENT OF FORESTS AND PARKS, may also ~~acquire~~ PURCHASE OR ACQUIRE BY CONTRACT OR GIFT the fee to any property for the purpose of conveying or leasing said property back to its original owner or other person under such covenants or other contractual arrangements as will limit the future use of the property in accordance with

the purposes of this section. THE COUNTY OR CITY SHALL NOT ACQUIRE ANY SUCH FEE OR ANY SUCH LESSER INTEREST IN REAL PROPERTY FOR THE PURPOSES AFORESAID, BY PURCHASE OR CONTRACT REQUIRING A MONETARY CONSIDERATION IN EXCESS OF \$500.00, UNTIL AND UNLESS THE GOVERNING BODY OF SUCH COUNTY OR CITY SHALL ADOPT A RESOLUTION OR FORMAL ORDER DECLARING THE PUBLIC PURPOSE OR USE THEREFOR AND AFTER HOLDING A PUBLIC HEARING RESPECTING THE SAME.

(b) For the purposes of this section, an "open space" or "open area" is any space or area characterized by (1) great natural scenic beauty or (2) whose existing openness, natural condition, or present state of use, if retained, would enhance the present or potential value of abutting or surrounding urban development, or would maintain or enhance the conservation of natural or scenic resources.

Sec. 2. And be it further enacted, That this Act shall take effect June 1, 1960.

Approved March 23, 1960.

Appendix B-9: Massachusetts Easement Act

CHAPTER 258—1961

AN ACT AUTHORIZING CONSERVATION COMMISSIONS TO ACQUIRE CERTAIN INTERESTS IN LAND.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Section 8C of chapter 40 of the General Laws, inserted by section 1 of chapter 223 of the acts of 1957, is hereby amended by striking out the last two sentences and inserting in place thereof the following two sentences:—Said commission may receive gifts of property, both real and personal, in the name of the

city or town, subject to the approval of the city council in a city or the selectmen in a town, such gifts to be managed and controlled by the commission for the purposes of this section. Said commission may acquire by gift, purchase, grant, bequest, devise, lease or otherwise the fee in such land or water rights, or any lesser interest, development right, easement, covenant, or other contractual right including conveyances on conditions or with limitations or reversions, as may be necessary to acquire, maintain, improve, protect, limit the future use of or otherwise conserve and properly utilize open spaces and other land and water areas within their city or town, and shall manage and control the same.

Appendix B-10: Connecticut Easement Act, 1961

PUBLIC ACT No. 588

AN ACT TO CONSERVE OPEN SPACES

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. When used in this act "municipality" means any town, city or borough; "open space" or "open area" means any space or area the preservation or restriction of the use of which would (1) maintain or enhance the conservation of natural or scenic resources, (2) protect natural streams or water supply, (3) promote conservation of soils, wet lands, beaches or tidal marshes, (4) enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations or sanctuaries, or other open areas and open spaces, (5) afford or enhance public recreation opportunities, (6) preserve historic sites, (7) implement the plan of development adopted by the planning commission of any municipality or (8) promote orderly urban or suburban development.

Sec. 2. Any municipality may, by vote of its legislative body, and, if such municipality has a plan-

ning or planning and zoning commission or is included within the area of jurisdiction of any such commission, with the prior approval of such commission, by purchase, gift, grant, devise, lease or otherwise, acquire land, easements and interests or rights in real property, and enter into covenants and agreements with owners of land and owners of interests in land, to maintain, improve, protect, limit the future use of or otherwise conserve open spaces or open areas within its boundaries.

Sec. 3. Any corporation, municipality or authority having the power of eminent domain may acquire by purchase or by condemnation any real property or interest acquired pursuant to this act.

Sec. 4. The provisions of section 48-6 of the 1959 supplement to the general statutes shall not apply to any acquisition under this act.

(Author's Note: Section 3 makes this act seem to give local governments the power to condemn easements. So it would have, but at the last minute section 4 was tacked on. This kicker nullifies the condemnation clause.)

Appendix B-11: Massachusetts Acts

CHAPTER 40 SECTION 8C

AN ACT AUTHORIZING CITIES AND TOWNS TO ESTABLISH CONSERVATION COMMISSIONS TO PROMOTE THE DEVELOPMENT OF NATURAL RESOURCES AND TO APPROPRIATE MONEY THEREFOR

A city or town which accepts this section may establish a conservation commission, hereinafter called the commission, for the promotion and development of the natural resources and for the protection of the watershed resources of said city or town. Such commission shall conduct researches into its local land areas and shall seek to coordinate the activities of unofficial bodies organized for similar purposes, and may advertise, prepare, print and distribute books, maps, charts, plans and pamphlets which in its judgment it deems necessary for its work. It shall keep an index of all open areas within the city or town, as the case may be, with the plan of obtaining information pertinent to proper utilization of such open areas, including lands owned by the commonwealth or lands owned by a city or town. It shall keep an index of all open marshlands, swamps and all other wet lands in a like manner, and may recommend to the city council or selectmen and, subject to the approval of the city council or selectmen, to the department of natural resources and to the state reclamation board, a program for the better promotion, development or utilization of all such areas. It shall keep accurate records of its meetings and actions and shall file an annual report which shall be printed in the case of towns in the annual town report. The Commission may appoint such clerks and other employees as it may from time to time require. The Commission shall consist of not less than three nor more than seven members. In cities the members shall be appointed by the mayor, subject to the provisions of the city charter, except that in cities having or operating under a Plan D or Plan E form of city charter, said appointments shall be by the city manager, subject to the provisions of the charter; and in towns they shall be appointed by the selectmen, excepting towns having a manager form of government, in which town appointments shall be made by the town manager, subject to the approval of the selectmen. When a commission is first established, terms of the members shall be for one, two or three years, and so arranged that the terms of approximately one third of the members will expire each year, and their successors shall be appointed for terms of three years each. Any member of a commission so appointed may, after a public hearing, if requested, be removed for cause by the appointing authority. A vacancy occurring otherwise than by expiration of a term shall in a city be filled for the unexpired term in the same manner as an original appointment and in a town in the manner provided in section eleven of chapter forty-one. Said commission may receive gifts of property, both real and personal, in the name of the city or town, subject to the approval of the city council in a city or the selectmen in a town, such gifts to be managed and controlled by the commission for the purposes of this section. Said commission may acquire by gift, pur-

chase, grant, bequest, devise, lease or otherwise the fee in such land or water rights, or any lesser interest, development right, easement, covenant, or other contractual right including conveyances on conditions or with limitations or reversions, as may be necessary to acquire, maintain, improve, protect, limit the future use of or otherwise conserve and properly utilize open spaces and other land and water areas within their city or town and shall manage and control the same.

CHAPTER 40 SECTION 5 (51)

(51) For the purpose of establishing and maintaining a Conservation Commission to promote the development and better utilization of our natural resources, as authorized by Section eight C, a sum not exceeding in any one year one twentieth of one per cent of the assessed valuation of the preceding year, but in no event more than fifteen thousand dollars. The whole or any part of money so appropriated in any year may be placed in a conservation fund and allowed to accumulate from year to year. Money may be expended from said fund for any purposes, including the purchase of land, authorized by said section eight C.

CHAPTER 517

AN ACT ESTABLISHING A CONSERVATION PROGRAM FOR CITIES AND TOWNS

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

Chapter 132A, of the General Laws is hereby amended by adding the following section: - Section 11. The Commissioner shall establish a program to assist the cities and towns, which have established conservation commissions under section eight C of chapter forty, in acquiring land and in planning or designing suitable public outdoor facilities as described in sections two B and two D. (*) He may, from funds appropriated to carry out the provisions of section three, reimburse any such city or town for any money expended by it in establishing an approved project under said program in such amount as he shall determine to be equitable in consideration of anticipated benefits from such project, but in no event shall the amount of such reimbursement exceed fifty per cent of the cost of such project. No reimbursement shall be made hereunder to a city or town unless a project application is filed by such city or town with the commissioner setting forth such plans and information as the commissioner may require and approved by him, nor until such city or town shall have voted to expend from its conservation fund, under clause fifty-one of section five of chapter forty, an amount equal to the total cost of the project, nor until the project has been completed, to the satisfaction of the commissioner, in accordance with said approved plans.

Approved - July 5, 1960

(*) SECTION 2B. It is hereby declared to be the policy of the commonwealth that all such sites acquired or

developed by the commissioner shall in so far as practicable be preserved in their natural state; that they shall be in so far as possible collectively self-supporting; and that no commercial activities except those essential to the quiet enjoyment of the facilities by the people shall be permitted.

(*) SECTION 2D. (1) to acquire, plan, construct, maintain and operate public recreational facilities,

including roads, areas for parking, picnicking and camping, provisions for swimming, wading, boating, outdoor games, winter sports, horseback riding, bicycling and hiking trails, nature study, rest areas, outlooks, comfort stations, food accommodations and such other facilities as the commissioner deems necessary and desirable and consistent with the policy of the Commonwealth, as set forth in section two B.

Appendix B-12: Connecticut Act, 1961

PUBLIC ACT NO. 310

AN ACT ENABLING MUNICIPALITIES TO ESTABLISH CONSERVATION COMMISSIONS

Be it enacted by the Senate and House of Representatives in General Assembly convened:

(a) Any town, city or borough, by vote of its legislative body, may establish a conservation commission for the development and conservation of natural resources, including water resources, within its territorial limits. The commission shall consist of not fewer than three nor more than seven members, to be appointed by the chief executive officer of the municipality, to serve for terms to be designated by the legislative body establishing the commission. The chief executive officer may remove any member for cause and may fill any vacancy. (b) A conservation commission shall conduct researches into the utilization of land areas of the municipality and may coordinate the activities of unofficial bodies organized for similar purposes, and may advertise, prepare and distribute books, maps, charts, plans and pamphlets as

necessary for its purposes. It shall keep an index of all open areas, publicly or privately owned, including open marshlands, swamps and other wet lands, for the purpose of obtaining information on the proper use of such areas, and may from time to time recommend to the chief executive officer, the legislative body or the planning commission plans and programs for the development and use of such areas which may include the acquisition of conservation easements. It may acquire land in the name of the municipality for any of its purposes as set out in this act. It shall keep records of its meetings and activities and shall make an annual report to the municipality in the manner required of other agencies of the respective municipalities. The commission may receive gifts in the name of the municipality for any of its purposes and shall administer the same for such purposes subject to the terms of the gift. (c) A commission may exchange information with the commissioner of agriculture and natural resources, and said commissioner may, on request, assign technical personnel to a commission for assistance in planning its overall program and for coordinating state and local conservation activities. (d) Any town, city or borough may appropriate funds to such commission.

Appendix B-13: Iowa Conservation Boards

The portions of this copy of the law which appear in parentheses are the amendments made by the past session of the legislature and became effective July 5, 1961. Basic law became effective July 1, 1955.

CHAPTER 111A CODE OF IOWA

COUNTY CONSERVATION LAW

- 111A.1 Purposes
- 111A.2 Petition—board membership—removal of board members
- 111A.3 Meetings—annual report
- 111A.4 Powers and duties
- 111A.5 Rules and regulations—officers
- 111A.6 Funds—tax levy—budgets—public hearings—gifts—bonds
- 111A.7 Joint operations
- 111A.8 School property used
- 111A.9 Advice and assistance

111A.1 Purposes. The purposes of this chapter are to create a county conservation board and to authorize

counties to acquire, develop, maintain, and make available to the inhabitants of the county, public parks, preserves, parkways, playgrounds, recreational centers, county forests, wildlife and other conservation areas, and to promote and preserve the health and general welfare of the people, to encourage the orderly development and conservation of natural resources, and to cultivate good citizenship by providing adequate programs of public recreation.

111A.2 Petition—board membership—removal of board members. Upon petition of two hundred voters in any county to the board of supervisors thereof, said board shall submit to the people of the county at the next primary or general election the question whether a county conservation board shall be created as provided for in this chapter. If at said election the majority of votes polled for the creation of a county conservation board, the board of supervisors shall within sixty days after said election, create a county conservation board to consist of five bona fide residents of such county. The members first appointed shall hold office for the term of one, two, three, four and five years respectively, as indicated

and fixed by the county board of supervisors. Thereafter, succeeding members shall be appointed for a term of five years, except that vacancies occurring otherwise than by expiration of term shall be filled by appointment for the unexpired term. When any member of the board, during the term of office, shall cease to be a bona fide resident of the county, he or she shall thereby be disqualified as a member of said board and his or her office shall thereupon be declared vacant. Members of the board shall be selected and appointed on the basis of their demonstrated interest in conservation matters and shall serve without compensation, but may be paid their actual and necessary expenses incurred in the performance of their official duties.

(Members of the county conservation board may be removed for cause by the body making such appointment, but every such removal shall be by written order, which shall be filed with the county auditor.)

111A.3 Meetings—annual report. Within thirty days after their appointment, the board shall organize by selecting from its members a president and secretary and such other officers as are deemed necessary, who shall hold office for the calendar year in which elected and until their successors are selected and qualify. Three members of the board shall constitute a quorum for the transaction of business. The board shall hold regular monthly meetings. Special meetings may be called by the president, and shall be called on the request of a majority of members, as the necessity may require. The county conservation board shall have power to adopt by-laws, to adopt and use a common seal, and to enter into contracts. The county board of supervisors shall provide suitable offices for the meetings of the county conservation board and for the safekeeping of its records. Such records shall be subject to public inspection at all reasonable hours and under such regulations as the county conservation board may prescribe. Said board shall annually make a full and complete report to the county board of supervisors of its transactions and operations for the preceding year. Such report shall contain a full statement of its receipts, disbursements, and the program of work for the period covered, and may include such recommendations as may be deemed advisable. A copy of this report shall be filed with the state conservation commission.

111A.4 Powers and duties. The county conservation board shall have the custody, control and management of all real and personal property heretofore or hereafter acquired by the county for public parks, preserves, parkways, playgrounds, recreation centers, county forests, county wildlife areas, and other county conservation and recreation purposes and is authorized and empowered:

1. To study and ascertain the county's park, preserve, parkway, and recreation and other conservation facilities, the need for such facilities, and the extent to which such needs are being currently met, and to prepare and adopt a co-ordinated plan of areas and facilities to meet such needs.

2. To acquire in the name of the county by gift, purchase, lease, agreement or otherwise in fee or with conditions, suitable real estate within or without the territorial limits of the county areas of land and water for public parks, preserves, parkways, play-

grounds, recreation centers, forests, wildlife and other conservation purposes. The state conservation commission, the county board of supervisors, or the governing body of any city, town or village may, upon request of the county conservation board, designate, set apart and transfer to the county conservation board for use as parks, preserves, parkways, playgrounds, recreation centers, playfields, tennis courts, skating rinks, swimming pools, gymnasiums, rooms for arts and crafts, camps and meeting places, community forests, wildlife areas and other recreational purposes, any lands and buildings owned or controlled by the state conservation commission or such county or municipality and not devoted or dedicated to any other inconsistent public use. In acquiring or accepting land, due consideration shall be given to its scenic, historic, archaeologic, recreational or other special features, and no land shall be acquired or accepted which in the opinion of the board and the state conservation commission is of low value from the standpoint of its proposed use.

3. The county conservation board shall file with and obtain approval of the state conservation commission on all proposals for acquisition of land, and all general development plans and programs for the improvement and maintenance thereof before any such program is executed.

4. To plan, develop, preserve, administer and maintain all such areas, places and facilities; and construct, reconstruct, alter and renew buildings and other structures, and equip and maintain the same.

5. To accept in the name of the county gifts, bequests, contributions and appropriations of money and other personal property for conservation purposes.

6. To employ and fix the compensation of an executive officer who shall be responsible to the county conservation board for the carrying out of its policies. The said executive officer shall have the power, subject to the approval of said board, to employ and fix the compensation of such assistants and employees as may be deemed necessary for carrying out the purposes and provisions of this chapter, but not in excess of those paid state conservation officers and employees for like services.

7. To charge and collect reasonable fees for the use of such facilities, privileges and conveniences as may be provided and for admission to amateur athletic contests, demonstrations and exhibits and other noncommercial events.

8. To let out and rent privileges in or upon any property under its control upon such terms and conditions as are deemed by it to be in the public interest.

111A.5 Rules and regulations—officers. The county conservation board may make, alter, amend or repeal rules and regulations for the protection, regulation and control of all parks, preserves, parkways, playgrounds, recreation centers, and other property under its control. No rules and regulations adopted shall be contrary to, or inconsistent with, the laws of the state of Iowa. Such rules and regulations shall not take effect until ten days after their adoption by said board and after their publication once a week for two weeks in at least one paper circulating in the county and after a copy thereof has been posted near each gate or principal entrance

to the public ground to which they apply. The board may designate the executive officer and such employees as he may designate as police officers who shall have all the powers conferred by law on police officers, peace officers, or sheriffs in the enforcement of the laws of the state of Iowa and the apprehension of violators thereof.

111A.6 Funds—tax levy—budgets—public hearings—gifts—bonds. Upon the adoption of any county of the provisions of this chapter, the county board of supervisors of such county may by resolution appropriate an amount of money from the general fund of the county in carrying out its powers and duties, and it may levy or cause to be levied an annual tax, in addition to all other taxes, of not less than one-fourth mill or more than one mill on the dollar of the assessed valuation of all real and personal property subject to taxation within such county, (upon proper certification by said county conservation board made pursuant to and in compliance with all of the provisions of chapter twenty-four of the Code,) which tax shall be collected by the county treasurer as other taxes are collected, and shall be paid into a separate and distinct fund to be known as the county conservation fund, to be paid out upon the warrants drawn by the county auditor upon requisition of the county conservation board for the payment of expenses incurred in carrying out the powers and duties of said conservation board.

The county conservation board shall have no power or authority to contract any debt or obligation in any year in excess of the monies in the hands of the county treasurer immediately available for such purposes. (Any single expenditure of, or contract to expend, a sum of five thousand dollars shall be subject to the provisions of chapter twenty-three (23) of the Code.) Gifts, contributions and bequests of money and all rent, licenses, fees and charges and other revenue or money received or collected by the board shall be deposited in the county conservation fund to be used for the purchase of land, property and equipment and the payment of expenses incurred in carrying out the activities of the board, except that monies given, bequeathed or contributed upon specified trusts shall be held and applied in accordance with the trust specified.

In order to make immediately available to the county conservation board the proceeds of the annual tax hereinbefore authorized to be levied for recreation and conservation purposes, bonds of any county having a population in excess of ninety thousand (90,000) may be issued in anticipation of the collection of such tax in the manner hereinafter provided. Upon the filing of a petition by the conservation board with the county board of supervisors asking that bonds be issued in a specified amount for the purpose of paying the cost of acquiring land and developing the same for public park, parkway, preserve, playground, or other recreation or conservation purposes within the county, then the board of supervisors may call a special election to be held in the county to vote on the proposition of issuing such bonds. Notice of such election shall be published once each week for at least four consecutive weeks in one of the official county newspapers, and the election shall be held on a day not less than five nor more than twenty days

after the last publication of such notice. Voting machines may be used for the purpose of voting on said proposition or, in the discretion of the board of supervisors, the proposition may be submitted to the voters on paper ballots. The proposition shall be submitted in substantially the following form:

"Shall. County, Iowa, issue its bonds in the amount of \$. for the purpose of.?"

The expenses incurred in connection with the conduct of such election shall be paid by the conservation board from the county conservation fund. If the vote in favor of issuing the bonds is equal to at least sixty percent of the total votes cast for and against the proposition, the board of supervisors shall issue the bonds in the amount voted, and shall provide for the levy of an annual tax, within the limits of the special tax hereinbefore authorized, sufficient to pay said bonds and the interest thereon as the same respectively become due. Said bonds shall mature in not more than twenty years, shall bear interest at a rate or rates not exceeding five percent per annum, shall be in such form as the board of supervisors shall by resolution provide, and shall be payable as to both principal and interest from the proceeds of the annual levy of the one mill tax hereinbefore authorized to be levied for recreation and conservation purposes, or so much thereof as will be sufficient to pay the principal thereof and interest thereon, and prior to the authorization and issuance of such bonds, the board of supervisors may, with or without notice, negotiate and enter into an agreement or agreements with any bank, investment banker, trust company or insurance company or group thereof whereunder the marketing of such bonds may be assured and consummated. The proceeds of such bonds shall be deposited in a special fund, to be kept separate and apart from all other funds of the county, and shall be paid out upon warrants drawn by the county auditor upon requisition of the conservation board to pay the cost of acquiring land and developing the same for recreation and conservation purposes as specified in the election proposition.

Nothing herein contained shall be construed to limit the authority of the board of supervisors to levy the full one mill recreation and conservation tax, but if and to whatever extent said tax is levied in any year in excess of the amount of the principal and interest falling due in such year on said bonds, the first available proceeds thereof, to an amount sufficient to meet maturing installments of principal and interest on such bonds, shall be paid into the sinking fund for such bonds before any of such taxes are deposited in the county conservation fund or are otherwise made available to the county conservation board, and the amount required to be annually set aside to pay the principal of and interest on the bonds shall constitute a first charge upon all of the proceeds of such annual special tax, which tax shall be pledged to pay said bonds and the interest thereon.

This law shall be construed as supplemental and in addition to existing statutory authority and as providing an independent method of financing the cost of acquiring land and developing the same for public park, parkway, preserve, playground, or other recreation or conservation purposes, and for the

issuance and sale of bonds in connection therewith, and shall not be construed as subject to the provisions of any other law. The aggregate amount of bonds issued and outstanding at any time hereunder shall not exceed one million dollars in any single county. The fact that a county may have bonds previously issued and outstanding under authority of this law shall not prevent such county from issuing additional bonds hereunder, provided that the aggregate amount of such bonds does not exceed the maximum hereinbefore established. All acts and proceedings heretofore taken by any county conservation board or board of supervisors for the exercise of any of the powers herein granted are hereby legalized and validated in all respects.

111A.7 Joint operations. Any county conservation board may cooperate with the federal government or the state government or any department or agency thereof to carry out the purposes and provisions of this chapter. Any county conservation board may join with any other county board or county boards to carry out the provisions of this chapter, and to that end may enter into agreement with each other and may do any and all things necessary or convenient to aid and to cooperate in carrying out the provisions of the chapter. Any city, town, village or school district may aid and cooperate with any county conservation board or any combination thereof in equip-

ping, operating and maintaining any parks, preserves, parkways, playgrounds, recreation centers, and conservation areas, and for providing, conducting and supervising programs of activities, and may appropriate money for such purposes. The state conservation commission, county engineer, county agricultural agent, and other county officials shall render such assistance as shall not interfere with their regular employment. The board of supervisors is authorized to make available to the use of the county conservation board, county-owned equipment and operators and any county-owned materials it deems advisable.

111A.8 School property used. The governing body of any school district may grant the use of any buildings, grounds, or equipment of the district to any county conservation board for the purpose of carrying out the provisions of this chapter whenever such use of the school buildings, grounds or equipment for such purposes will not interfere with the use of the buildings, grounds, and equipment for any purpose of the public school system.

111A.9 Advice and assistance. The state conservation commission and the state department of public instruction shall advise with and may assist any county or counties in carrying out the purposes of this chapter.

Appendix B-14: California Scenic Reserve Bill¹

An act to add Title 7.5 (commencing with Section 67000) to the Government Code, relating to scenic reserves.

The people of the State of California do enact as follows:

Section 1. Title 7.5 (commencing with Section 67000) is added to the Government Code, to read:

TITLE 7.5 SCENIC RESERVES

67000. The Legislature finds that there are many areas of great scenic beauty, including areas wherein scenic beauty is combined with significant or unique historical or scientific attributes; that these areas are in private ownership; that their distinctive, and sometimes irreplaceable, resources should be preserved for the continuing pleasure and instruction of the people of this State.

67001. The Legislature further finds and declares that there is a need for a method and procedures whereby the special character of such areas, including those wherein forestry, farming, or the raising or grazing of livestock are the principal uses, may be retained and whereby the cultural and economic benefits to be derived from the conservation and preservation of such areas may accrue to the people of this State on a permanent and continuing basis.

67002. It is the intent of the Legislature in enacting this title to provide a means for the conservation and protection of these areas which will also allow substantial private use and enjoyment of these areas, including the retention and protection of existing forest, farming, or livestock uses and activities, in a manner which will complement the public objectives

herein described, will contribute to the orderly and stable growth of these areas, or retention of these areas and their existing uses, and which will not require removal of lands from the tax rolls through public acquisition.

67003. It is further declared to be the intent of the Legislature to provide a method and procedures for planning of land use to the end that the interests of the public and of the private property owners in these areas may be served in an equitable and mutually satisfactory manner.

67004. For the purposes of this title:

(a) "Local agency" means a city, county or city and county.

(b) "Legislative body" means the legislative body of a local agency.

67005. For the purposes of this title, a "scenic reserve" is defined as, and may include, any contiguous area characterized by one or more of the following:

(a) Great scenic beauty as evidenced by clearly unique topographic, geologic or other natural character or conditions.

(b) The site or habitat of distinctive or exotic flora or fauna, including marine types, or any combination of natural conditions or of plant or animal life having special scientific significance.

(c) Such character or conditions as would provide, through appropriate planning and conservation measures, permanent and important economic, cultural or

^{1/} Vetoed because bill might have precluded use of zoning for scenic conservation while saddling State with unworkable enabling legislation. Crippling language is indented; comments in parentheses by William Lipman, State Office of Planning.

historical benefits and amenity to the communities and region of which it is a part.

Privately owned land may not be included in a scenic reserve except with prior written consent of the owner. (This is the snapper.)

67006. The legislative body of a local agency may by resolution designate a scenic reserve in any of the following ways:

(a) Upon its own motion.

(b) Upon the recommendation of any county, city, area or regional planning commission having appropriate jurisdiction.

(c) Upon the petition of the owners in fee of a majority of the privately owned acreage included within the boundaries of any proposed scenic reserve.

(d) Upon the recommendation of any public body owning or controlling more than 50 percent of the acreage included within the boundaries of any proposed scenic reserve, after the public body formally declares that the designation of such scenic reserve would materially enhance the value of, or otherwise serve the public interest and welfare in the conservation, use and development of, natural resources under its jurisdiction.

67007. The designation of a scenic reserve shall be contingent upon a finding of the legislative body that the area proposed to be so designated qualifies under the definition set forth in this title, that such designation is necessary for the protection and conservation of presently existing uses within the area, or that the preparation of a conservation and development plan is necessary to protect such uses from existing or anticipated urban encroachment, and shall be made only following a public hearing. Notice of the time and place of the hearing shall be published pursuant to Section 6061 in each local agency having territory within the scenic reserve at least 10 days before the hearing, where a scenic reserve encompasses the territory of more than one local agency, the finding and hearing may take place at a joint meeting of the legislative bodies thereof, or the legislative bodies may separately designate their respective portions of the total area.

(Following section is slightly diluted—scenic resources should be conserved whether or not threatened by imminent or foreseeable urbanization.)

67008. Upon the designation of a scenic reserve, the legislative body shall ascertain whether or not the area located within the scenic reserve is threatened by existing or anticipated urban encroachment which, unless carefully planned, is likely to destroy the scenic, aesthetic or historical quality of the area.

Upon the finding of the legislative body that such imminent or foreseeable urban development within the area designated as a scenic reserve is likely to destroy the scenic, aesthetic, or historical quality of the area, the legislative body shall cause a conservation and development plan to be submitted by the local planning commission having proper jurisdiction. The plan shall include, but not be limited to, the following:

(a) The arrangement, location, extent and design of areas to be used or conserved for public purposes, including areas to be retained wholly or substantially

in their present state or conditions for agricultural, forest, farming, or livestock uses.

(b) The arrangement, location, extent and design of areas to be subjected to private development.

(c) The location and design of access to, and circulation within, the scenic reserve.

(d) The controls and standards for land use and development recommended to be established by the legislative body, including precise or detailed recommendations respecting their establishment upon all or any part of the scenic reserve.

(e) The measures proposed to be undertaken within the scenic reserve by public bodies to implement the conservation and development plan and the purposes of this title.

(f) Notwithstanding the foregoing such measures as will protect existing uses.

67009. A conservation and development plan may also include such additional and supplementary written and graphic data, exhibits, models and detailed or precise studies or recommendations as effective planning for the reserve and the purposes of this title require.

67010. Upon completion of the conservation and development plan it shall be submitted to the legislative body which shall hold a hearing upon its approval and adoption. Approval and adoption shall be by ordinance. Notice of said hearing shall be given as provided in Section 67007.

67011. After approval and adoption of the conservation and development plan there shall be recorded with the county recorder of each county in which the scenic reserve is located a description of the land within the scenic reserve and a statement that the proceedings governing the use and development of the property within the scenic reserve have been instituted under this title.

67012. Any conservation and development plan may be amended or revised in the same manner as provided for the approval and adoption of the plan.

67013. Where a scenic reserve encompasses territory in more than one local agency, a conservation and development plan, or any amendment or revision thereof, may be prepared in a manner and under arrangements satisfactory to the participating local agencies. The plan, or any amendment or revision thereof, shall be approved and adopted by the legislative body of each local agency.

67014. The Legislature hereby finds and declares that the designation of scenic reserves and the preparation of plans for the proper conservation, use and development of the areas contained therein are in the public interest of the people of this State and are public purposes; and that the State or any local agency may expend or advance public funds for the designation and planning of scenic reserves and for purposes necessary or incidental thereto.

67015. When a scenic reserve has been established and a conservation and development plan has been approved and adopted therefore, every state or local public body having need to make use of a portion of the scenic reserve shall respect the terms of the plan and the character of the area insofar as practicable.

67016. Nothing in this title shall be construed to allow access to private land without the written consent of the owner. (This was gratuitously added.)

Appendix B-15: Pennsylvania Act for State Participation in Federal Open Space Program

AN ACT

Authorizing the Commonwealth through the Department of Forests and Waters or other State agencies or instrumentalities or political subdivisions of the Commonwealth or other local public bodies separately or together to conduct surveys make land use studies and to purchase or accept land for park and recreational purposes conservation purposes preservation of open space land and for historic and scenic purposes with the assistance of the Federal Government and to accept funds personnel or other aid from the Federal Government or from other sources.

The General Assembly of the Commonwealth of Pennsylvania hereby enacts as follows

Section 1 The Commonwealth through the Department of Forests and Waters or other State agencies or instrumentalities or political subdivisions of the

Commonwealth or other local public bodies separately or together are hereby authorized to conduct surveys make land use studies and purchase or accept land for park and recreation purposes for conservation of land and other natural resources for the preservation of open space land and for historic and scenic purposes with the assistance of the Federal Government under the Federal Housing Act of 1961 or amendments thereto or other similar Congressional enactments and for this purpose are hereby authorized to accept and utilize funds personnel or other aid from the Federal Government or any of its agencies or from any other sources public or private.

(Author's Note: While this act may be redundant, it displayed a commendable eagerness to qualify Pennsylvania for the 30 percent maximum grants under Title VII.)

Appendix B-16: New Jersey Natural Areas Act

AN ACT concerning natural areas, creating a natural areas council and supplementing the "Department of Conservation and Economic Development Act of 1948," approved October 25, 1948 (P. L. 1948, c. 448).

Be it enacted by the Senate and General Assembly of the State of New Jersey:

1. The following terms wherever used or referred to in this act shall have the following meanings unless a different meaning clearly appears from the context:

(a) "Commissioner" means the Commissioner of the Department of Conservation and Economic Development or his designated representative.

(b) "Council" means the natural areas council established under this act.

(c) "Department" means the Department of Conservation and Economic Development.

(d) "Natural areas" means areas of land or water which have retained their primeval character, although not necessarily completely natural and undisturbed, or having rare or vanishing species of plant and animal life or having similar features of interest which are worthy of preservation for the use of present and future residents of the State.

(e) "Section" means the natural areas section established under this act.

2. The department is hereby vested with the responsibility of acquiring, maintaining and preserving natural areas within the State as a habitat for rare and vanishing species of plant and animal life so that the people of the State may be assured of their right to enjoy the benefits of such areas as places of natural interest and scenic beauty, as a living illustration of the State's original heritage and as a place for scientific study.

3. There is hereby created in the department a natural areas section in the Bureau of Parks

and Recreation in the Division of Planning and Development, the function of which shall be, under the direction of the commissioner, to administer and enforce the provisions of this act and to perform such other duties as the commissioner may direct or as may be provided by law. The administrative head of the division shall be appointed by the commissioner pursuant to the provisions of Title 11 of the Revised Statutes.

In addition to other functions, powers and duties vested in it by this and any other law, the department shall, through the natural areas section:

(a) Make periodic State-wide surveys to determine the availability of land that should be preserved as natural areas or as wild life preserves and recommend an over-all program of acquisition.

(b) Recommend the acquisition of specific lands or interests in lands which are suitable for natural areas.

(c) Maintain and operate lands being preserved as natural areas.

(d) Prepare and disseminate literature and other materials to inform the public with respect to New Jersey's natural area program.

(e) Consult with and co-operate with conservation and naturalists groups and organizations in the acquisition and maintenance of natural areas.

4. There shall be within this section a natural areas council which shall consist of 7 members. The administrative head of the section shall serve as a member, ex officio. The other 6 members shall be appointed by the Governor. First appointments shall be made so that 2 members shall serve for terms of 1 year from July 1, 1961; 2 members for terms of 2 years from July 1, 1961; and 2 members for terms of 3 years from July 1, 1961. Subsequent appointments shall be for terms of 3 years. The appointed members of the council shall

be either professional naturalists or persons who have a demonstrated interest in the preservation of natural lands and wild life.

The Governor shall fill any vacancy in the appointed membership of the council for the unexpired portion of the term.

The members of the council shall serve without compensation. They may be reimbursed for expenses necessarily incident to their duties. The council shall meet at least once every 6 months and at such other times as the commissioner may determine. A meeting of the council shall be called by the commissioner when requested by 3 members of the council. The administrative head of the section shall serve as secretary of the council.

5. The council shall advise the commissioner in matters relating to the administration of this act and shall co-operate with the section:

(a) In the development of rules and regulations to establish standards for the acquisition, maintenance and operation of lands under the administration of the section; and

(b) In the formation of an over-all program of land acquisition.

6. Lands acquired by the State pursuant to this act shall be acquired by the commissioner in the

name of the State. They may be acquired by gift, purchase, or otherwise on such terms and subject to such conditions and restrictions as the commissioner, after consultation with the council, may determine.

7. The section, with the advice of the council, shall prescribe rules and regulations establishing standards for the acquisition, maintenance and operation of lands under its administration. Such rules and regulations shall be approved by the commissioner.

8. The commissioner may accept grants and gifts of lands, money or other things of value to carry out the purpose of this act and may use such grants and gifts and any sums as may be appropriated from time to time to acquire lands for natural areas and to maintain and operate such lands. The commissioner may expend funds in the State Recreation and Conservation Land Acquisition Fund, should such fund be established by law, to implement the purpose of this act.

9. Insofar as possible, the section shall make use of the employees of the department in carrying out the provisions of this act.

10. This act shall take effect immediately.

Appendix B-17: Maryland Farm Tax Legislation¹

CHAPTER 52

(House Bill 87)

AN ACT to repeal and re-enact, with amendments, Section 19 (b) of Article 81 of the Annotated Code of Maryland (1957 Edition), title "Revenue and Taxes", sub-title "Method of Assessment", relating to the assessment of property used for farming or agriculture.

Section 1. Be it enacted by the General Assembly of Maryland, That Section 19 (b) of article 81 of the Annotated Code of Maryland (1957 Edition), title "Revenue and Taxes", sub-title "Method of Assessment", be and it is hereby repealed and re-enacted, with amendments, to read as follows:

19.

(b) Farm or agricultural use.—Lands which are actively devoted to farm or agricultural use shall be assessed on the basis of such use, and shall not be assessed as if subdivided, ~~or on any other basis~~ [.] 'it being the intent of the General Assembly that the assessment of farm land shall be maintained at levels compatible with the continued use of such land for farming and shall not be adversely affected by neighboring land uses of a more intensive nature. The General Assembly hereby declares it to be in the general public interest that farming be fostered and encouraged in order to maintain a readily available source of food and dairy products close to the metropolitan areas of the State, to encourage the preservation of open space as an amenity necessary to human welfare and happiness, and to prevent the forced conversion of such open space to

more intensive uses as a result of economic pressures caused by the assessment of land at a rate or level incompatible with the practical use of such land for farming'. The State [Tax Commission] 'Department of Assessments and Taxation' shall [have the power to establish criteria for the purpose[s] of determining whether lands [subject to assessment under this subsection are actively devoted to farm or agricultural use by the adoption of rules and regulations] 'which appear to be actively devoted to farm or agricultural use are in fact bona fide farms and qualify for assessment under this subsection'. Such criteria shall 'be promulgated in rules and regulations which shall' include, but shall not be limited to, the following:

(1) Zoning applicable to the land [—;—] ~~'provided that no land which is zoned for industrial, commercial, office, multi-family residential, row-house, duplex, or semi-detached residential use, or is subject to a grant of special exemption in a residential zone, or is zoned for single-family residential use in lot sizes of less than 20,000 square feet, shall qualify for assessment as farm land under this subsection'~~.

(2) Present and past use of the land [including land under the soil bank provisions of the Agricultural Stabilization Act of the United States government].

^{1/} 'Single quotation marks' indicate new matter added to existing law. [Brackets] indicate matter stricken from existing law. CAPITALS indicate amendments to bill. ~~Strike-out~~ indicates matter stricken out of bill.

(3) Productivity of the land [including timberlands and lands used for reforestation].

(4) The ratio of farm or agricultural use as against other uses of the land.

Sec. 2. And be it further enacted, That this Act shall take effect June 1, 1960.

Approved March 23, 1960.

CHAPTER 64

(House Bill 85)

AN ACT to propose an amendment of Article 15 of the Declaration of Rights of the Constitution of the State of Maryland, granting the General Assembly the power to provide for the separate assessment, classification and sub-classification of land, improvements on land and personal property, and requiring that all taxes levied shall be uniform as to each class or sub-class of land, improvements on land, and personal property.

Section 1. Be it enacted by the General Assembly of Maryland (three-fifths of all the members of each of the two Houses concurring), That the following amendment be and the same is hereby proposed to Article 15 of the Declaration of Rights of the Constitution of the State of Maryland, the same, if adopted by the legal and qualified voters of the State, as herein provided, to become Article 15 of the Declaration of Rights of the Constitution of the State of Maryland.

Article 15. That the levying of taxes by the poll is grievous and oppressive and ought to be prohibited; that paupers ought not to be assessed for the support of the government; that the General Assembly shall, by uniform rules, provide for 'the' separate assessment [of land and], classification and sub-classification[s] of 'land', improvements on land and personal property, as it may deem proper; and all taxes thereafter provided to be levied by the State for the support of the general State Government, and by the Counties and by the City of Baltimore for their respective purposes, shall be uniform [as to land within the taxing district, and uniform] within [the] 'each' class or sub-class of 'land', improvements on land and personal property which the respective taxing powers may have directed to be subjected to the tax levy; yet fines, duties or taxes may properly and justly be imposed, or laid with a political view for the good government and benefit of the community.

Sec. 2. And be it further enacted, That the foregoing amendment to the Declaration of Rights of the Constitution of the State of Maryland shall, at the election to be held in November, 1960, be submitted to the legal and qualified voters of the State for their adoption or rejection, in pursuance of the directions contained in Article 14 of the Constitution of the State of Maryland, and at the same general election the vote on the said proposed amendment to the Constitution shall be by ballot, upon each ballot there shall be printed the words: "For Constitutional Amendment"

and "Against Constitutional Amendment", as now provided by law, and immediately after said election due returns shall be made to the Governor of the vote for and against proposed amendment, as directed by said Fourteenth Article of the Constitution, and further proceedings had in accordance with said Article 14.

Approved March 23, 1960.

CHAPTER 65

(House Bill 86)

AN ACT to propose an amendment to Article 43 of the Declaration of Rights of the Constitution of the State of Maryland, granting authorization to the General Assembly to provide that land actively devoted to farm or agricultural use shall be assessed on the basis of such use and shall not be assessed as if sub-divided ~~or on any other basis~~. AND SUBMITTING THIS AMENDMENT TO THE QUALIFIED VOTERS OF THE STATE FOR ADOPTION OR REJECTION.

Section 1. Be it enacted by the General Assembly of Maryland (three-fifths of all the members of each of the two Houses concurring), That the following amendment be and the same is hereby proposed to Article 43 of the Declaration of Rights of the Constitution of the State of Maryland, the same, if adopted by the legal and qualified voters of the State, as herewith provided, to become Article 43 of the Declaration of Rights of the Constitution of the State of Maryland.

Article 43. That the Legislature ought to encourage the diffusion of knowledge and virtue, the extension of a judicious system of general education, the promotion of literature, the arts, sciences, agriculture, commerce and manufactures, and the general melioration of the condition of the People. 'The Legislature may provide that land actively devoted to farm or agricultural use shall be assessed on the basis of such use and shall not be assessed as if sub-divided. ~~or on any other basis~~.'

Sec. 2. And be it further enacted, That the foregoing amendment to the Declaration of Rights of the Constitution of the State of Maryland shall, at the election to be held in November, 1960, be submitted to the legal and qualified voters of the State for their adoption or rejection, in pursuance of the directions contained in Article 14 of the Constitution of the State of Maryland, and at the same general election the vote on the said proposed amendment to the Constitution shall be by ballot, and upon each ballot there shall be printed the words: "For Constitutional Amendment" and "Against Constitutional Amendment", as now provided by law, and immediately after said election due returns shall be made to the Governor of the vote for and against proposed amendment, as directed by said Fourteenth Article of the Constitution, and further proceedings had in accordance with said Article 14.

Approved March 23, 1960.

Appendix B-18: California Amendment for Open Space Assessment of Golf Clubs

Passed at 1960 General Election—
for: 3,459,677; against: 2,115,813

CHAPTER 239

Assembly Constitutional Amendment No. 29—A resolution to propose to the people of the State of California an amendment to the Constitution of the State, by adding Section 2.6 to Article XIII, relating to the assessment of property used for golf course purposes.

[Filed with Secretary of State, June 29, 1959.]

Resolved by the Assembly, the Senate concurring, That the Legislature of the State of California at its 1959 Regular Session commencing on the fifth day

of January, 1959, two-thirds of the members elected to each of the two houses of the Legislature voting therefor, hereby proposes to the people of the State of California that the Constitution of the State be amended by adding Section 2.6 to Article XIII thereof, to read:

Sec. 2.6. In assessing real property consisting of one parcel of 10 acres or more and used exclusively for nonprofit golf course purposes for at least two successive years prior to the assessment, the assessor shall consider no factors other than those relative to such use. He may, however, take into consideration the existence of any mines, minerals and quarries in the property, including, but not limited to oil, gas and other hydrocarbon substances.

Appendix B-19: California Amendment for Farm Land Assessment

To be submitted at 1962 General Election

CHAPTER 254

Assembly Constitutional Amendment No. 4—A resolution to propose to the people of the State of California an amendment to the Constitution of the State, by adding Section 2.8 to Article XIII, relating to the assessment of agricultural property.

[Filed with Secretary of State June 26, 1961.]

Resolved by the Assembly, the Senate concurring, That the Legislature of the State of California at its 1961 Regular Session commencing on the second day of January, 1961, two-thirds of the members elected to each of the two houses of the Legislature voting therefor, hereby proposes to the people of the State of California that the Constitution of the State be amended by adding Section 2.8 to Article XIII thereof, to read:

Sec. 2.8. In assessing land which is used exclusively for agricultural purposes, and which has been so used for at least two successive assessment years immediately preceding the lien date, the assessor shall consider no factors other than those relative to agricultural use if the fee simple owner of the land makes application in writing to the assessor, by the time and in the manner provided by the Legislature, for the assessment of the land to be made on the basis of agricultural use. Upon the assessor's determination that the land meets the qualifications of this section, it shall be assessed as herein provided until such time as the fee simple owner or his successor in interest applies for assessment as otherwise provided by this Constitution, or until the land is diverted to a use other than for exclusively agricultural purposes.

In the event that land assessed pursuant to this section is diverted to a use other than for exclusively agricultural purposes, or application is made for its assessment as otherwise provided by this Constitution, the land shall be subject to additional taxes in an amount equal to the difference, with such interest as may be provided by law, between the taxes paid or payable on the basis of the assessments made hereunder and the taxes that would have been paid or payable had the land been assessed as otherwise provided by this Constitution on the seven immediately preceding lien dates. The land assessed pursuant to this section shall be subject to a lien for such additional taxes and interest.

The Legislature shall provide for the collection and distribution of the additional taxes and interest, equalization of the agricultural use assessments and the land values upon which the additional taxes are computed, and may make such other provisions in the implementation of this section as it deems necessary.

This section shall not be operative in any county or city unless the governing body of the county or city provides by ordinance that it shall be operative in respect to taxes levied for county or city purposes. Such an ordinance shall not be operative as to any tax year unless it is adopted at least 30 days prior to the lien date for that year. Any ordinance adopted pursuant to this section shall be subject to initiative or referendum by the electors of the county or the city which adopts the ordinance in the manner and to the extent provided for in Section 1 of Article IV of the Constitution.

Appendix B-20: Hawaii Land Act, 1961

A BILL FOR AN ACT

RELATING TO THE ZONING POWERS OF THE STATE AND THE ASSESSMENT OF REAL PROPERTY BASED UPON ZONES ESTABLISHED BY THE STATE AND MAKING AN APPROPRIATION THEREFOR.

Be it enacted by the Legislature of the State of Hawaii:

SECTION 1. Findings and declaration of purpose. Inadequate controls have caused many of Hawaii's limited and valuable lands to be used for purposes that may have a short-term gain to a few but result in a long-term loss to the income and growth potential of our economy. Inadequate bases for assessing lands according to their value in those uses that can best serve both the well-being of the owner and the well-being of the public have resulted in inequities in the tax burden, contributing to the forcing of land resources into uses that do not best serve the welfare of the State. Scattered subdivisions with expensive, yet reduced, public services; the shifting of prime agricultural lands into nonrevenue producing residential uses when other lands are available that could serve adequately the urban needs; failure to utilize fully multiple-purpose lands; these are evidences of the need for public concern and action.

Therefore, the Legislature finds that in order to preserve, protect and encourage the development of the lands in the State for those uses to which they are best suited for the public welfare and to create a complementary assessment basis according to the contribution of the lands in those uses to which they are best suited, the power to zone should be exercised by the State and the methods of real property assessment should encourage rather than penalize those who would develop these uses.

SECTION 2. Exercise of the zoning powers of the State. The Revised Laws of Hawaii 1955, as amended, is hereby further amended by adding a new chapter to be appropriately numbered and to read as follows:

"CHAPTER 32

STATE LAND USE COMMISSION

Sec. 1. Definitions. When used in this chapter:

(a) 'Agriculture' means the raising of livestock or the growing of crops, flowers, foliage, or other products.

(b) 'Commission' means the State land use commission established by this chapter.

(c) 'Conservation' means: protecting watersheds and water supplies; preserving scenic areas; providing parkland, wilderness and beach reserves; conserving endemic plants, fish, and wildlife; preventing floods and soil erosion; forestry; and other related activities.

(d) 'District' means an area of land zoned by the commission for urban, agricultural or conservation use as provided in this Act.

(e) 'Planning commission' means the planning commission of each county.

(f) 'Urban' means areas characterized by 'city-like' concentrations of people, structures, streets and other related land uses.

Sec. 2. Establishment of the commission. The State land use commission is hereby created. The commission shall consist of seven members who shall hold no other public office and shall be appointed in the manner, and serve for the term, set forth in section 14A-3. One member shall be appointed from each of the senatorial districts and one shall be appointed at large. The director of the department which is responsible for the administering the provisions of Act 234, SLH1957 and the director of the department of planning and research shall serve as ex officio voting members. The commission shall elect its chairman from one of its appointed members. The members shall receive no compensation for their services on the commission, but shall be reimbursed for actual expenses incurred in the performance of their duties.

The commission shall be a part of the department of planning and research for administration purposes as set forth in section 14A-4.

The commission may engage employees necessary to perform its duties, including administrative personnel and one or more field officers. One field officer may be named as the executive officer of the commission. Field officers shall be persons qualified in land use analysis. Departments of the State government shall make available to the commission such data, facilities and personnel as are necessary for it to perform its technical duties. The commission may receive and utilize gifts and any funds from the federal or other governmental agencies. It shall adopt rules guiding its conduct, maintain a record of its activities and submit an annual report of its activities, accomplishments and recommendations to the governor and to the legislature through the governor.

Sec. 3. Classification and districting of lands. There shall be three major classes of uses to which all lands in the State shall be put: urban, agriculture and conservation. The commission shall group contiguous land areas suitable for one of these three major uses into a district and designate it as an urban district, agricultural district or conservation district, as the case may be. The commission shall set standards for determining the boundaries of each class of districts; provided, that in the establishment of boundaries of urban districts those lands that are now in urban use and a sufficient reserve area for foreseeable urban growth shall be included; in establishment of the boundaries for agriculture districts the greatest possible protection shall be given to those lands with a high capacity for intensive cultivation; and in the establishment of the boundaries of conservation districts, the 'forest and water reserve zones' provided in Act 234, SLH 1957, are hereby re-named 'conservation districts' and, upon the effective date of this chapter, the boundaries of the forest and water reserve zones theretofore established pursuant to Act 234, SLH 1957, shall constitute the boundaries of the conservation districts, provided, that thereafter the power to determine the

boundaries of the conservation districts shall be in the commission.

Zoning powers now granted to counties under section 138-42 shall govern the zoning within the districts, with the exception that areas may not be zoned for urban uses except in those districts that are designated as urban by the commission. Zoning powers within conservation districts shall be exercised by the department to which is assigned the responsibility of administering the provisions of Act 234, SLH 1957.

Sec. 4. Adoption of district boundaries. The commission shall prepare use classification maps not later than 18 months from the effective date of this chapter showing the proposed boundaries of districts for conservation, agricultural and urban uses. At least one public hearing shall be held in each county prior to the final adoption of the district boundaries for that county. Notice of the time and place of such hearing shall be published in the same manner as notices required for public hearings by the planning commission of the appropriate county. If there is no planning commission, then the notice shall be published at least 15 days prior to the hearing in a newspaper of general circulation within the county. Such notice shall indicate the time and place the maps showing the proposed district boundaries within the county may be inspected prior to the hearing.

At the hearing, interested owners, lessees, officials, agencies and individuals may appear and be heard. They shall further be allowed at least 15 days following the final public hearing held in the county to file with the commission a written protest or other comments or recommendations. The planning commission of the county concerned shall be furnished with copies of any written protest, comment or recommendation. The district boundaries within a county shall be adopted in final form within a period of not more than 90 days and not less than 45 days from the time of the last hearing in the county, provided that district boundaries for all counties shall be adopted in final form not later than 24 months from the effective date of this chapter. The commission shall prepare and furnish each county with copies of classification maps for that county showing the district boundaries adopted in final form.

Sec. 5. Temporary district boundaries. Prior to the final adoption of district boundaries as provided in section 4 of this chapter, the commission shall adopt and enforce the interim regulations as provided in section 9 for temporary districts whose boundaries shall be determined and shown on interim use classification maps. These temporary districts shall be determined so far as practicable and reasonable to maintain existing uses and only permit changes in use that are already in progress until the district boundaries are adopted in final form. Such temporary district boundaries shall be established and mapped as soon as possible, but only after public hearings as provided in section 4, but in any case, these temporary district boundaries shall be adopted not later than nine months after the effective date of the chapter.

Sec. 6. Amendments to district boundaries. Any department or agency of the State or county, or any

property owner or lessee through the county planning commission may petition the commission for a change in the boundary of any district. Within 120 days after receipt of such petition, the county planning commission shall forward the petition, together with its comments and recommendations, to the commission. The commission may also initiate changes in a district boundary which shall be submitted to the appropriate county planning commission for comments and recommendations in the same manner as any other request for a boundary change.

Within 120 days after the receipt of the petition and recommendations from the county, the commission shall advertise a public hearing to be held on the appropriate island in accordance with the requirements of section 4. Within not less than 45 days after such hearing the commission shall act upon the petition for change. The commission may approve the change with six affirmative votes. No change shall be approved unless the petitioner has submitted proof that the area is needed for a use other than that for which the district in which it is situated is classified and either of the following requirements has been fulfilled: (a) The petitioner has submitted proof that the land is not usable or adaptable for the use in which it is classified, or (b) Conditions and trends of development have so changed since the adoption of the present classification, that the present classification is unreasonable.

Sec. 7. Special permits. The commission may permit, by regulation, certain unusual and reasonable uses other than those for which the district is classified. If any person desires to use his land in a certain specified manner, but is denied such use because (a) His land is situated in a district which prohibits such use or the regulations adopted by the commission do not permit the desired use, or (b) Either the county planning commission or the department to which is assigned the responsibility of administering the provisions of Act 234, SLH 1957, rules that the use for which the district in which his land is situated is classified or the regulations adopted by the commission do not permit such desired use, he may petition the commission for permission to use his land in the manner desired. The commission shall conduct a hearing in the county in which the petitioner's land is situated, within a period of not less than 30 nor more than 120 days from the receipt of the petition. The commission shall notify such persons and agencies that may have an interest in the subject matter of the time and place of the hearing.

The commission shall consider any unusual condition or use that could not reasonably have been anticipated when the district boundaries and regulations were adopted or amended, and may, under such protective restrictions as may be deemed necessary, permit such desired use, but only when such use would promote the effectiveness and objectives of this chapter. A decision in favor of the petitioner shall require five affirmative votes. Appeals from any final order of the commission may be made to the circuit court of the circuit in which the land is situated, and shall be made pursuant to the Hawaii Rules of Civil Procedure.

Sec. 8. Adoption of land use regulations. The commission shall, within 18 months from the effective

date of this chapter, prepare proposed regulations prescribing the appropriate uses for the land in the various classes of districts. At least one public hearing shall be held in each county in the manner provided in section 4 of this chapter prior to the final adoption of the regulations. The final regulations for the State shall be adopted within a period of not more than 90 days and not less than 45 days from the time of the final hearing in the State, provided that the regulations shall be adopted in final form not later than 24 months from the effective date of this chapter.

No regulation adopted by the commission shall deprive any owner or lessee of real property of its use or maintenance for the purpose or purposes to which it is then lawfully devoted, except that regulations may be adopted for the elimination of non-conforming uses upon a change in ownership, lessee or land use.

Sec. 9. Interim regulations. Prior to the adoption of the regulations in their final form as provided in section 8, the commission shall adopt and enforce temporary regulations. Such temporary regulations shall be related to, and shall be designed to maintain the existing condition, in so far as practicable and reasonable until the adoption of regulations in their final form. Such interim regulations shall apply to those interim use districts zoned in the manner provided in section 5. Such temporary regulations shall be adopted as rapidly as possible, but only after public hearings as provided in section 4 of this chapter, but in any case the temporary regulations shall be adopted not later than nine months from the effective date of this chapter.

Sec. 10. Amendments to regulations. By the same methods set forth in section 6, a petition may be submitted to change, or the commission may initiate a change in the regulations on land use. No such changes shall, however, be made, unless a hearing or hearings are held in each of the counties. Within not less than 45 and not more than 90 days after the last of such hearings, the commission shall act to approve or deny the requested change in regulations. Such petition for a change shall be based upon proof submitted that conditions exist that were not present when the regulation was adopted or that the regulation does not serve the purposes of this chapter.

Sec. 11. Use of field officers. Notwithstanding the provisions of sections 6 and 7 requiring a hearing by the full commission if any application requiring a hearing is received which the commission in the course of its regular meetings shall not be able to hear for more than 60 days, it may authorize a field officer to conduct such a hearing and make a recommendation, provided all other necessary rules for hearings are adhered to. The recommendations of the field officer shall be submitted to the commission at its next meeting, and any recommendation, or rulings by the commission as a result of this recommendation, shall be subject to a review of the full commission at the next hearing date scheduled for the county in which the land concerned is located, if either the commission or the applicant notified the other party at least 20 days prior to this date.

Sec. 12. Periodic review of districts and regulations. Irrespective of changes and adjustments that it may have made, the commission shall make a comprehensive review of the classification and dis-

tricting of all lands and of the regulations at the end of each five years following the adoption thereof. The assistance of appropriate State and county departments shall be secured in making this review and public hearings shall be held in each county in accordance with the requirements set forth for the adoption in final form of district boundaries and regulations under this chapter.

Sec. 13. Enforcement. The county planning commission shall enforce within its county the use classification districts and regulations adopted by the commission and shall report to the commission all violations thereof.

Sec. 14. Penalty for violation. Any person who violates any provision of this chapter, or any regulation established pursuant to this chapter, shall be fined not more than \$1,000 or imprisoned for not more than one year, or both.

Sec. 15. Adjustments of assessing practices. Upon the adoption of district boundaries and regulations, certified copies of the use classification maps showing the district boundaries and the regulations shall be filed with the department of taxation. Thereafter the department of taxation shall, when making assessments of property within a district, give consideration to the use or uses that may be made thereof as well as the uses to which it is then devoted.

Sec. 16. Conflict. Except as specifically provided by this chapter and the regulations adopted thereto, neither the authority for the administration of the provisions of Act 234, SLH 1957 as it has been assigned by Act 1, ISS 1959, as it may be amended, nor the authority vested in the county planning commissions under the provisions of section 138-42 shall be affected."

SECTION 3. Chapter 128, Revised Laws of Hawaii 1955, as amended, is hereby further amended by adding a new section to be appropriately numbered and to read as follows:

"Sec. Dedicated lands. (a) A special dedicated land reserve is established to enable the owner of any parcel of land within an agricultural district and/or a conservation district to dedicate his land for a specific ranching or other agricultural use and to have his land assessed at its value in such use.

(b) If any owner desires to use his land for a specific ranching or other agricultural use and to have his land assessed at its value in this use, he shall so petition the director of taxation and declare in his petition that his land can best be used for the purpose for which he requests permission to dedicate his land and that if his petition is approved he will use his land for this purpose.

Upon receipt of any such petition, the director of taxation shall request the land study bureau to make a finding of fact as to whether the land in the petitioned area is reasonably well suited for the intended use. The finding of the land study bureau shall include and be based upon the productivity ratings of the land in those uses for which it is best suited, a study of the ownership, size of operating unit and present use of surrounding similar lands and other criteria as may be appropriate.

The director of taxation shall also request the director of planning and research to make a finding of

fact as to whether the intended use is in conflict with the overall development plan of the State.

If both findings are favorable to the owner, the director of taxation shall approve the petition and declare that the owner's land is dedicated land.

(c) The approval by the director of taxation of the petition to dedicate shall constitute a forfeiture on the part of the owner of any right to change the use of his land for a minimum period of ten years, automatically renewable indefinitely, subject to cancellation by either the owner or the director of taxation upon five years notice at any time after the end of the fifth year. In case of a change in major land use classification by a State agency, such that the owner's land is placed within an urban district, the dedication may be cancelled within sixty days of the change, without the five years notice, by mutual agreement of the owner and the director of taxation.

(d) Failure of the owner to observe the restrictions on the use of his land shall cancel the special tax assessment privilege retroactive to the date of the petition, and all differences in the amount of taxes that were paid and those that would have been due from assessment in the higher use shall be payable with a five per cent per annum penalty from the respective dates that these payments would have been due. Failure to observe the restrictions on the use means failure for a period of over one calendar year to use the land in that manner requested in the petition

or the overt act of changing the use for any period. Nothing in this paragraph shall preclude the State from pursuing any other remedy to enforce the covenant on the use of the land.

(e) The director of taxation shall prescribe the form of the petition. The petition shall be filed with the director of taxation by September 1 of any calendar year and shall be approved or disapproved by December 15. If approved, the assessment based upon the use requested in the dedication shall be effective on January 1, next.

(f) The owner may appeal any disapproved petition as in the case of an appeal from an assessment.

(g) The term 'owner' as used in this section includes lessees of real property whose lease term extends at least ten years from the date of the petition."

SECTION 4. Appropriation. There is hereby appropriated out of the general fund of the State of Hawaii the sum of \$50,000, or so much thereof as may be necessary, to the State land use commission for the expense of establishing, operating and administering the functions of the commission for the period beginning July 1, 1961, and ending June 30, 1962.

SECTION 5. If any section or part of this Act is invalid for any reason, such invalidity shall not affect the validity of the remaining sections and parts of this Act.

SECTION 6. This Act shall take effect upon its approval.

Appendix B-21: Excerpts from Wisconsin Proposed Interchange Land Control Bill

SENATE No. 565

(2) **LEGISLATIVE FINDINGS AND PURPOSE.** To promote the safety, convenience and enjoyment of public travel on state highways and connecting streets; to lessen congestion in such highways and streets; to provide for proper ingress and egress to and from highway interchanges; to protect the public investment in highway interchanges; and to regulate the development of land abutting on or lying near highway interchanges, it is declared to be in the public interest to control the subdivision, division and use of land abutting on or lying near state highways and connecting street interchanges.

(4) **STATE TRUNK HIGHWAY INTERCHANGE PROTECTION COMMITTEE.**

(a) There is created within the state highway commission a state trunk highway interchange protection committee consisting of 3 officers or employees of the highway commission appointed by the highway commission who shall designate one member as chairman. The members shall serve at the pleasure of the commission. The director of the state planning function shall be an advisor to the committee, but shall have no vote in its deliberations.

(5) **STATE HIGHWAY INTERCHANGE AREAS; ZONING.** The committee shall by rule establish an interchange area for each state trunk highway or connecting street interchange and shall define the boundaries thereof not to encompass an area of a radius greater than one mile from the center of the interchange. Whenever such an interchange area is contemplated the committee shall notify the municipalities and counties involved and shall grant such unit of local government 90 days in which to submit a plan or specific proposals for the effective development of the interchange. Such plans or proposals shall have the full consideration of the committee before such rule is adopted. The committee, by rule, shall divide such areas into districts of such number, shape and area as are best suited to carry out the purposes of this section; and within such districts it may regulate and restrict the division and subdivision of land, the erection, construction, alteration or use of buildings, structures or land. All such rules shall be uniform for each class or kind of building and for the use of land throughout each district, but the rules in one district or interchange area may differ from those in other districts and areas. In the formation of such rules for each interchange area the committee shall be guided by the purposes of this section and shall consider, without limitation because of enumeration, the existing or anticipated traffic load on the interchange, existing or proposed points of ingress and egress and the traffic load thereon, existing use of land within the interchange area, the most suitable and productive use of land within the interchange area, the extent of present private investment in the development of land within the interchange area, the extent of public investment in the interchange, and the use of land within the interchange area which will

most effectively promote the purposes of this section without unnecessarily restricting the use and development of the land within the interchange area. Any local regulations which are more restrictive shall apply.

(6) **MASTER PLAN.** For the purpose of guiding the committee in the formulation of rules under this section, the committee may by rule adopt a master plan for the protection and regulation of state trunk highway interchanges. The master plan shall be made with the general purpose of accomplishing a co-ordinated, adjusted and harmonious development of state trunk highway interchanges which will, in accordance with existing and future needs, best promote the purposes of this section. The committee shall consider any plans presented to it by the municipalities or counties where the interchange exists before it adopts a master plan for the area. The committee may adopt the master plan as a whole by a single rule, or, as the making of the master plan progresses, may be rule adopt a part or parts thereof. A copy of that part of the adopted master plan which affects a municipality or county shall be filed with the clerk of each municipality or county where the interchange exists.

(7) **LAND SUBDIVISION AND DIVISION CONTROL.** No person shall subdivide or divide land lying wholly or partly within an interchange area until a subdivision plat or division plat or map has been approved by the committee. Such approval shall be conditioned upon compliance with the rules adopted by the committee under sub. (5). A division map shall be a certified survey map prepared and recorded in accordance with s. 236.34. The procedure for submission and approval of subdivision plats shall be as provided in ch. 236. In approving, approving conditionally or rejecting a division map the committee shall be subject to the provisions of ss. 236.11 (2), 236.13 (5) and 236.293.

(8) **BUILDING PERMITS.** For the purpose of preserving the integrity of interchange areas, no permit shall be issued by any unit of local government for the construction, reconstruction or alteration of any building or structure located wholly or in part in an interchange area until permit approval has been obtained from the district office of the state highway commission having jurisdiction. No permit approval shall be granted unless the requirements of the rules of the commission adopted under this section are complied with. If land within an interchange area where construction is prohibited is not yielding a fair return, the owner thereof may apply to the committee for a permit to construct a building within the prohibited area and the committee may grant a permit which will as little as practicable cause a change in the interchange area plan; and the committee may impose reasonable requirements as a condition of granting such permit, which requirements shall be designed to promote the public health, convenience, safety, or general welfare. The committee shall refuse a permit where the applicant will not be substantially damaged by placing his building outside the

prohibited area. Unless application for such a permit is made, the permit granted or not denied within 30 days, the owner thereof shall not be entitled to compensation for the taking of such building in the course of acquisition of land for the interchange.

(9) **NONCONFORMING USES.** The lawful use of a building or premises existing at the time of the adoption or amendment of a rule adopted under sub. (5) may be continued although such use does not conform with the provisions of the rule. Such nonconforming use may not be extended. The total structural repairs or alterations in such a nonconforming building shall not during its life exceed 50 percent of the assessed value of the building unless permanently changed to a conforming use. If such nonconforming use is discontinued for a period of 12 months, any future use of the building and premises shall conform to the rule.

(10) **VARIANCES; EXCEPTIONS.** The committee may, upon application of an aggrieved person, hear and decide appeals where it is alleged there is an error in any order, requirement, decision or determination made by an administrative official in the enforcement of this section and the rules adopted pursuant thereto; hear and decide special exceptions to the rules adopted under this section; hear and decide in specific cases such variance from such rules as will not be contrary to the public interest, where, owing to special conditions, a literal enforcement of the rules will result in practical difficulty or unnecessary hardship, so that the spirit of the rules

shall be observed, public safety and welfare secured, and substantial justice done.

(11) **JUDICIAL REVIEW.** Any person aggrieved by any rule, or any order made by the committee hereunder may have judicial review thereof under ch. 227.

(12) **ENFORCEMENT; PENALTIES.** Any person violating this section or the rules adopted hereunder shall be subject to a forfeiture of not more than \$500. Each day a violation continues shall be deemed a separate offense. The committee may institute injunction or other appropriate action or proceeding to enjoin a violation of this section or rules adopted hereunder.

SECTION 3. 236.13 (1) (f) of the statutes is created to read:

236.13 (1) (f) The rules of the state trunk highway interchange protection committee relating to the use and development of land within state trunk highway and connecting street interchanges.

SECTION 4. 236.293 of the statutes is amended to read:

236.293 Any restriction placed on platted or mapped land by covenant, grant of easement or in any other manner, which was required by a public body or which names a public body as grantee, promisee or beneficiary, shall vest in such public body the right to enforce the restriction at law or in equity against anyone who has or acquires an interest in the land subject to the restriction. Such restriction may be released or waived in writing by the public body having the right of enforcement.

APPENDIX C

VOTING FIGURES

Appendix C-1: New Jersey Voting

Vote in legislature, May - July 1961:
\$60 million "Green Acres" Program:

52-0 Assembly.

18-0 Senate.

Natural Areas Act:

49-0 Assembly.

17-0 Senate.

Vote in November 1961 General Election, on
amendment for Green Acres Bond Issue:

For: 742,396 (59%)

507,879 (41%)

Appendix C-2: California Voting

General Election, November 8, 1960:

Vote on Proposition 6, Amendment for Open Space

Assessment for Golf Clubs:

For: 3,459,677 (62%)

2,115,813 (38%)

Appendix C-3: New York Voting

Vote, Nov. 8, 1960, on PROPOSITION NUMBER ONE (Chap. 522, Laws of 1960) . . .

authorizing a State debt of \$75,000,000 to acquire more open lands for recreation and conservation purposes.

COUNTIES	YES	NO	Blank and Void	TOTAL
Albany (P)	34,143	18,213	102,405	154,761
Allegany	5,107	4,621	10,162	19,890
Broome (P)	29,562	15,143	51,035	95,740
Cattaraugus (P)	9,772	6,987	19,954	36,713
Cayuga	7,760	5,700	24,859	38,319
Chautaugua (P)	20,202	10,592	35,762	66,556
Chemung	12,639	6,623	25,446	44,708
Chenango	5,113	3,848	11,441	20,402
Clinton	5,710	2,724	16,852	25,286
Columbia (P)	5,428	3,429	16,083	24,940
Cortland	4,957	3,964	9,448	18,369
Delaware	7,798	4,216	10,182	22,196
Dutchess	22,439	13,497	40,910	76,846
Erie (P)	171,593	70,170	251,815	493,578
Essex	4,915	1,752	11,424	18,091
Franklin	5,488	2,070	12,022	19,580
Fulton	5,398	3,646	16,021	25,065
Genesee	6,770	5,648	12,829	25,247
Greene	3,791	2,718	12,110	18,619
Hamilton	763	535	1,685	2,983
Herkimer	7,203	3,756	22,287	33,246
Jefferson (P)	9,037	8,818	22,662	40,517
Lewis	2,023	2,083	6,719	10,825
Livingston (P)	5,588	4,259	11,824	21,671
Madison	6,002	3,996	14,939	24,937
Monroe (P)	114,977	45,700	131,803	292,480
Montgomery	7,202	4,205	19,769	31,176
Nassau	285,703	68,673	238,084	592,460

Vote, Nov. 8, 1960, on PROPOSITION NUMBER ONE (Chap. 522, Laws of 1960)...
authorizing a State debt of \$75,000,000 to acquire more open lands for recreation and conservation
purposes—Continued.

COUNTIES	YES	NO	Blank and Void	TOTAL
Niagara (P)	27,914	22,937	52,006	102,857
Oneida (P)	33,522	24,271	66,620	124,413
Onondaga (P)	61,937	36,390	101,881	200,208
Ontario (P)	8,959	5,107	18,053	32,119
Orange (P)	19,867	10,931	50,081	80,879
Orleans (P)	4,510	2,550	8,992	16,052
Oswego	11,095	6,649	22,312	40,056
Otsego (P)	6,624	5,275	13,736	25,635
Putnam (P)	6,068	2,476	11,549	20,093
Rensselaer (P)	18,744	10,511	47,654	76,909
Rockland (P)	16,630	9,224	35,079	60,933
St. Lawrence	11,522	6,491	27,907	45,920
Saratoga	11,014	7,988	24,650	43,652
Schenectady	20,425	15,415	42,060	77,900
Schoharie	2,896	2,253	6,995	12,144
Schuyler	1,462	1,284	4,873	7,619
Seneca	2,358	2,828	9,398	14,584
Steuben	10,860	6,936	26,099	43,895
Suffolk (P)	111,858	43,386	128,398	283,642
Sullivan	6,226	3,171	16,200	25,597
Tioga	4,787	2,718	10,060	17,565
Tompkins	9,817	5,131	10,981	25,929
Ulster (P)	15,689	8,680	35,851	60,220
Warren (P)	6,112	2,543	13,316	21,971
Washington	4,918	2,767	15,925	23,610
Wayne	7,947	5,316	17,749	31,012
Westchester	156,423	47,984	195,428	399,835
Wyoming	4,155	3,347	8,937	16,439
Yates (P)	2,102	1,707	5,595	9,404
Outside N. Y. City	1,413,524	633,852	2,188,917	4,236,293
Bronx	170,982	44,880	368,793	584,655
Kings	289,636	79,057	624,695	993,388
New York	175,588	32,403	440,794	648,785
Queens	309,916	81,203	435,727	826,846
Richmond	30,939	17,889	41,280	90,108
New York City	977,061	255,432	1,911,289	3,143,782
TOTAL STATE	2,390,585	889,284	4,100,206	7,380,075

NOTE: Counties marked with (P) are those which the States proposed program had officially designated as due for a new State park or expansion of present one.

Appendix C-4: Maryland Voting, Farm Tax Proposals, 1960

QUESTION 13. Amendment to the Declaration of Rights which proposes the granting of authority to the General Assembly to provide for the separate assessments, classification and subclassification of land, improvements on land, etc.

<u>County</u>	<u>For</u>	<u>Against</u>
Allegany	3,956	2,423
Anne Arundel	13,608	7,171
Baltimore	87,047	21,238
Calvert	2,241	364
Caroline	1,459	335
Carroll	4,837	1,810
Cecil	2,199	1,117
Charles	2,475	904
Dorchester	1,120	433
Frederick	7,268	2,696
Garrett	1,889	512
Harford	6,518	2,455
Howard	5,401	1,077
Kent	1,209	363
Montgomery	59,769	24,020
Prince George's	38,671	21,152
Queen Anne's	1,386	314
Somerset	1,046	280
St. Mary's	2,498	759
Talbot	2,304	495
Washington	5,401	3,157
Wicomico	3,307	857
Worcester	1,129	328
Baltimore City	58,972	42,398
TOTAL	315,710	136,658

QUESTION 14. Providing that land activity devoted to farm or agricultural use shall be assessed on the basis of such use and shall not be assessed as if subdivided.

<u>County</u>	<u>For</u>	<u>Against</u>
Allegany	4,434	2,226
Anne Arundel	15,530	6,089
Baltimore	88,940	19,676
Calvert	2,336	298
Caroline	1,582	294
Carroll	5,318	1,561
Cecil	2,443	942
Charles	2,698	817
Dorchester	1,367	380
Frederick	7,701	2,475
Garrett	1,995	452
Harford	7,164	2,070
Howard	5,967	919
Kent	1,424	318
Montgomery	61,112	23,944
Prince George's	47,680	13,834
Queen Anne's	1,466	282
Somerset	1,128	237
St. Mary's	2,701	699
Talbot	2,343	439
Washington	5,961	3,004
Wicomico	3,499	727
Worcester	1,299	282
Baltimore City	58,800	41,671
TOTAL	334,888	123,636

DEED FORMS—PROCEDURES

Appendix D-1: California Scenic Easement Deed

THIS INDENTURE, made this day of, 194..., by and between..... as Grantors and State of California, Grantee, WITNESSETH:

WHEREAS, the said Grantors, are the owners in fee of the real property, hereinafter described, situate in Tuolumne County, California, in the Town of Columbia, and within the boundaries of the proposed Town of Columbia State Park; and

WHEREAS, the said State of California owns certain real property adjoining the said property of the said Grantors, or adjacent thereto, which property constitutes a portion of Town of Columbia State Park, and which park is a part of the State Park System of the State of California; and

WHEREAS, the State Park Commission of California has determined that the greatest use and benefit to be derived from said State Park by the people of the State of California is through the maintenance and preservation of said State Park and the surrounding area in its present natural state of scenic and historical attractiveness; and

WHEREAS, the said land of said Grantors likewise has certain attractive scenic features; and

WHEREAS, it has been determined by the said State Park Commission of California that the preservation and conservation of the scenic and historical area adjacent to lands owned by the State in the park and the securing, by the State, of a scenic easement, over, across and upon the said lands of the said Grantors is necessary to the extension and development of said State Park System; and

WHEREAS, the said Grantors are willing, for the consideration hereinafter named, to grant to the State of California the scenic use as hereinafter expressed of their said land and thereby the protection to the present scenic attractiveness of said area which will result in the restricted use and enjoyment by the Grantors of their said property because of the imposition of the conditions in connection therewith hereinafter expressed;

NOW, THEREFORE, for and in consideration of the premises and the sum of One Dollar to the Grantors in hand paid, the receipt whereof is hereby acknowledged, said Grantors do hereby grant and convey unto the State of California, an estate, interest and scenic easement in said real estate of said Grantors, of the nature and character and to the extent hereinafter expressed to be and to constitute a servitude upon said real estate of the Grantors, which estate, interest, easement and servitude will result from the restrictions hereby imposed upon the use of said property of said Grantors, and to that end and for the

purpose of accomplishing the intent of the parties hereto said Grantors covenant on behalf of themselves, their heirs, successors and assigns, with the said Grantee, its successors and assigns to do and refrain from doing, severally and collectively, upon the Grantor's said property, the various acts hereinafter mentioned it being hereby agreed and expressed that the doing and the refraining from said acts, and each thereof, upon said property is and will be for the benefit of the said State Park hereinbefore mentioned, of the State of California, and will help preserve the Town of Columbia as a Historic Site.

The restrictions hereby impose upon the use of said property of the Grantors, and the acts which said Grantors so covenant to do and refrain from doing upon their said property in connection therewith are and shall be as follows:

1. That no structures of any kind will be placed or erected upon said described premises until application therefor, with plans and specifications of such structures, together with a statement of the purpose for which the structure will be used, has been filed with and written approval obtained from the said State Park Commission;

2. That no advertising of any kind or nature shall be located on or within said property without written approval being first obtained from the State Park Commission;

3. That no painting or exterior surfacing which, in the opinion and judgment of the said State Park Commission, are inharmonious with the landscape and general surroundings, shall be used on the exterior of any structures now located on such property, or which may, as hereinbefore provided be constructed thereon;

4. That no structural changes or additions shall be made to any of the buildings on said property until an application therefor has been made to and written approval thereof obtained from said State Park Commission;

5. That all new plantings by the Grantors shall be confined to native plants characteristic of the Columbia State Park region, except flowers, vegetables, berries, fruit trees and farm crops;

6. That the general topography of the landscape shall be maintained in its present condition and that no excavation or topographic changes shall be made without the written approval of the State Park Commission;

7. That no use of said described property, which, in the opinion and judgment of said State Park Commission, will or does materially alter the landscape or other attractive scenic features of said land,

or will be inconsistent with State Park rules and regulations, or with the proper operation of a State Park, other than those specified above shall be done or suffered without the written consent of the said State Park Commission.

8. The land of the Grantors, hereinabove referred to and to which the provisions of this instrument apply, is situate in the County of Tuolumne, State of California, and is particularly described as follows, to-wit:

EXCEPTING AND RESERVING to the Grantor:

a. The right to maintain all of the buildings now existing and if all or any of them shall be destroyed or damaged by fire, storm, or other casualty, to restore the same in conformity with the design and type of building of the historic period which the State Park has been established to commemorate; the plans to be submitted and approved by the State Park Commission as provided in Paragraph 1 hereof;

b. Nothing in this instrument shall be construed to affect the right of the Grantors to construct on said premises wells, cistern, cellars, and septic tanks necessary to the maintenance of the property now being constructed or may hereafter be approved for construction by the State Park Commission;

c. If at any time the State of California shall abandon the Town of Columbia State Park, then on the happening of such event all the rights and privileges and easements by this instrument granted and given to the State shall cease and determine to the same effect as though this instrument had never been executed by the Grantors.

TO HAVE AND TO HOLD unto the said State of California, its successors and assigns forever. This grant shall be binding upon the heirs and assigns of the said Grantors and shall constitute a servitude upon the above described land.

IN WITNESS WHEREOF the Grantors have hereunto set their hands the day and year in this instrument first above mentioned.

Appendix D-2: New York Fishing Rights Form

THIS INDENTURE

made the eighteenth day of January in the year nineteen hundred sixty-one between [name deleted] of the first part, and, THE PEOPLE OF THE STATE OF NEW YORK, parties of the second part.

Witnesseth, That the parties of the first part, in consideration of TWO HUNDRED and 00/100 DOLLARS (\$200.00), lawful money of the United States, paid by the parties of the second part, do hereby grant and release unto the said parties of the second part, and their successors and assigns forever,

THE SOLE AND EXCLUSIVE RIGHT, PRIVILEGE AND EASEMENT OF occupying and using at all times hereafter as a fishing ground and for no other purpose for the use and benefit of the public:

ALL that tract, piece or parcel of land situate, lying and being in the Town of Champion, County of Jefferson, State of New York known and described as follows:

BEGINNING on the division line between lands of the parties of the first part and lands said to belong to [name deleted], at a point 33 feet distant from the northerly side of the bank of Felt Mills Creek and running thence through the lands of the parties of the first part in a general easterly direction as the said stream winds and turns at all times 33 feet distant from the northerly side of the bank of the same to the Champion to Great Bend County Highway; thence along the westerly boundary of said highway in a general southerly direction to a point 33 feet distant from the southerly side of the bank of the aforesaid stream; thence in a general westerly direction as the said stream wind and turns and at all times 33 feet distant from the southerly side of the bank of the same; to a point on the division line between the lands of the parties of the first part and the lands of [name deleted]; thence along said division line in a general northeasterly direction and crossing Felt Mills Creek

to the point or place of beginning, together with an easement in and to the right, title of interest of the parties of the first part to and into the bed of said stream.

ALSO the sole and exclusive right, privilege and easement of occupying and using at all times hereafter for the development of and for the purpose of a parking area for fishermen's automobiles the following described premises:

ALL that tract, piece or parcel of land situate, lying and being in the Town of Champion, County of Jefferson, and State of New York known and described as follows:

BEGINNING at a point on the westerly edge of the Champion to Great Bend County Highway, which point is also on the division line between the lands of the parties of the first part and the lands said to belong to [name deleted] running thence in a general southwesterly direction a distance of 80 feet to a point on said division line; running thence in a general southeasterly direction and parallel to the aforesaid county highway, a distance of 60 feet to a point; thence in a general northeasterly direction and parallel to the aforesaid division line between lands of the parties of the first part and lands said to belong to [name deleted] a distance of 80 feet to a point on the westerly edge of the County Highway; thence in a general easterly direction along the road 60 feet to a point or place of beginning.

TOGETHER with a footpath right of way four feet in width extending from the westerly corner of the above described parking area through the lands of the parties of the first part to the northerly side on bank of Felt Mills Creek. [This last paragraph added for purpose of illustration only]

It is mutually covenanted and agreed by and between the parties hereto that the occupation and use of said parcel first above described as a fishing

ground for the use and benefit of the public is understood to include the following rights, privileges and easements:

1. To catch and take fish from said stream by legal means by persons legally entitled to do so and for this purpose to travel said stream and to utilize the lands above described to the extent to which the same are hereby granted and may be necessary for the full enjoyment of this right, privilege and easement.

2. To improve the said stream by installation and maintenance of current deflectors and retarders and any other means deemed necessary by said parties of the second part for the purpose of fostering and improving fishing therein.

3. To protect from erosion the land above described by mechanical means or by planting of trees, plants or shrubs where and to the extent deemed necessary by said parties of the second part and by the same means to provide a shade for the protection of the fish in said stream.

4. To post such signs and posters along said lands as are deemed necessary and suitable by the said parties of the second part.

The rights, privileges and easements hereby granted are to be used by said parties of the second part for the benefit of the public, subject to and in accordance with the provisions of the Conservation Law of the State of New York as now enacted or hereafter amended or enacted and the rules and regulations of the Conservation Department of the State of New York as now in force or hereafter adopted.

In case the course of the stream of water located on the strip of land first above described shall be changed by natural or artificial means the right, privilege and easement hereby granted shall follow the course of said stream as changed.

No right or title of either party hereto other than as hereby conveyed is to be affected by the execution or acceptance of this deed.

The said parties of the first part reserve to themselves, their heirs and assigns the right to the use of said lands first above described including the right of fishery in said stream insofar as such right is not inconsistent with the use of the same as a public fishing ground and with the rights, privileges and easements hereby granted and do further reserve the right at all times to use, assign or convey said water in the stream and said lands first above described for domestic, agricultural and water storage purposes, the generation of power and for the purpose of watering cattle and stock as fully, freely and without limitation as if this grant had not been made, provided, however, that with respect to the parcel above similarly to any reservoir or flooded area created by any development made in accordance with these provisions.

These covenants are to run with the land and are to apply to and bind the heirs, devisees, grantees, executors, administrators and assigns of said parties of the first part.

Appendix D-3: Negotiating for Fishing Rights

(On December 13-14, 1961, the Wisconsin Department of Resource Development held a 2-day meeting on easement procedures. R. B. Colson, of the New York Conservation Department, gave the following account of the New York Trout Stream Easement Program -- and some excellent advice on how to negotiate with landowners.)

Acquisition of fishing rights on top-quality trout streams in New York was begun in 1935. It is a program designed to provide public rights-of-way along stream banks for the purpose of increasing recreational fishing opportunities. It also gives the Conservation Department the right to carry out improvement programs along these streams.

The landowner retains full title to the land and has the right to use the land or water as usual, provided there is no interference with public use of the stream for fishing.

There are approximately 20,000 miles of streams in New York classified as trout producing waters. Initially, only about 1,000 miles of the better trout fishing waters were scheduled for acquisition of fishing rights. The District Foresters of the Division of Lands and Forests were originally assigned the responsibility for purchasing these fishing easements, because they were best staffed and trained to carry out such a program. There were few field personnel in fisheries work other than research at that time. After World War II there was a great expansion in the fish and game programs, both centrally and at the field level. A part of this expansion included a full-time job

for a biologist to work on acquisition of fishing rights beginning in 1945. From that time on, the Division of Fish and Game has rightfully assumed the major responsibility for this program.

The people of New York State now own 860 miles of public fishing rights easements on 70 major trout streams and have funds from the \$75 million Park and Recreation Land Acquisition Bond Act of 1960 for the purchase of an additional 400 miles within the next four years. If the program continues as planned, another 800 miles of these easements will be purchased between 1965 and 1976, giving a total of more than 2000 miles of these public fishing streams.

An important determination which must be made for each stream is the price to offer per mile of stream. We have found that it is important to offer the same rate per mile to each owner along the stream in order to maintain good will. At the present time our appraised prices range from \$1,000 per mile (both banks) up to a maximum of \$4,000 per mile. Factors which influence the price include local land values, size and flow of the stream, trout productivity, fishing pressure, accessibility and distance from centers of population. In arriving at the price it is desirable to compare the stream with other streams in the area where prices have already been established. Once a tentative price has been selected the State by careful inquiry in the locality, determines which landowners along the stream are considered to be influential or "community leaders." First contacts are made with these influential owners, and the program is carefully

explained to them. Every effort is made to purchase fishing rights from them at the selected price. Occasionally one of these owners provides information in support of a higher price, and if justified, the price offer may be increased provided no other purchases have as yet been made to establish the price.

Mileage on the stream is determined by pacing, accompanied by the owner if possible. The negotiator determines his average pace for a measure distance on hard level ground. The fact that no correction is made for rough or swampy ground along the stream banks is often a selling point since the owner sees he is getting generous measure. The easement includes the bed of the stream plus a strip 33 feet wide along each bank. This width was used originally because of the ease of converting distance into acres. Each mile of stream easement (both banks) represents 8 acres of land. Records were originally kept in acres but are now all kept in miles equivalent to both banks. Thus, if we purchase a mile of fishing rights on one side of the stream only, this is reported as a half mile equivalent. In effect we have obtained access to the entire stream for fishing but we could not carry out effective stream improvement without controlling both banks. We, therefore, try to obtain easements covering both banks wherever possible.

The ability to quickly convert to acres is often useful in illustrating to an owner the comparison between our price and local land values. One thousand dollars per mile does not sound very high, but when we show the owner that this involves only 8 acres of his land, exclusive of stream bed, representing \$125 per acre in an area where local land values are running about \$30 per acre, he can quickly see that the price is generous. This is especially effective when it is pointed out that only an easement is involved without affecting the title to the land. The price is fully justified, of course, when the fishing rights values are considered.

In addition to the streambank easements it has been found desirable to obtain numerous easements for parking of fishermen's cars and footpath rights-of-way from the highway to the stream. Parking areas for six cars are normally 50' x 60'. Footpaths are four feet in width and normally run along a property line between a highway and the stream. We try to get parking area easements wherever a bridge crosses the stream, and if possible, at about half mile intervals between bridges. Footpaths are always obtained in the vicinity of the parking areas. Occasionally a vehicle right-of-way is purchased with the parking area near the stream, if the distance from the highway is great. For a parking area easement we are currently paying \$100. Footpaths may vary from \$20 to \$60, depending on length. Frequently the price of the footpath is used as a means to negotiate, since the price on the stream is inflexible. It is often important to a farmer to get a little better "deal" than is originally offered.

There are often places where footpath rights-of-way are needed other than the parking areas. If these paths are described as being a maximum of 4 feet in width, they then cannot conceivably be used as automobile access roads against the owner's wishes. Further description locating the footpath along a fence or

lane and indicating direction from the access road to easement is desirable.

All acquisitions of fishing rights have been by voluntary agreements. We have never used condemnation to acquire these rights, and there is no plan to change this policy.

We hope soon to prepare a pamphlet or brochure, attractively illustrated which will explain to landowners the fishing rights acquisition program and answer the most commonly asked questions. This should put an end to misunderstandings which have occurred in the past when owners expected immediate stream improvement work, or erosion control which was mentioned but not promised by the negotiator.

Several return trips are usually needed before the negotiator can "close the deal." When dealing with rural landowners, it is frequently necessary to do the majority of business by evening contacts. In fact, our negotiators often find that Friday evening is the most important and productive time of the workweek. It is generally necessary for the negotiator to "sell himself" to the owner before he can get a purchase contract signed. This often necessitates several evenings of socializing and answering questions.

It is important for the negotiator to close the deal quickly as soon as the owner indicates a willingness to sell. For this purpose he should have the purchase agreements all prepared and ready to sign in advance if possible. A delay at this time often gives the owner a chance to reconsider or talk to neighbors who raise doubts in his mind. Pointing out that influential neighbors have already signed agreements to sell such rights is usually a necessity. Rural landowners are generally hesitant to do anything which might meet with disapproval by their neighbors.

After purchase agreements are signed they are submitted to the Law Department, which conducts a title examination and prepares the deed and other closing papers. These papers are sent back to the field man who gets them signed and notarized and attempts to clear any title objections or questions which have been raised. Incidentally, it is very desirable for the Department personnel who acquire fishing rights to obtain commissions as notaries public. This can save many delays in executing documents such as affidavits.

Before closing I think it will be of interest to you for me to give a brief resume' of the development work which has been done on these streams after easements are acquired.

We have a stream improvement unit which operates through a field foreman in each of the eight fish and game regions, but is centrally supervised. There may be as many as four work crews supervised by a foreman, depending on the amount of work scheduled in his region. Regional Fisheries Managers determine which streams are to be worked on and the types of improvements in their respective regions.

The work crews install annually an average of 400 stream improvement structures including deflectors, channel blockers, pool diggers, straight log dams, V log dams, fish cover devices, gravel bar stabilization and bank protection devices. Fencing to prevent grazing is installed where pasture adjoins the easement. Streambank plantings of willow and silky dogwood

(60,000) per year) are made to stabilize banks and provide shade.

Parking areas for fishermen are constructed and trails are cleared to the stream. Posters identifying the public fishing rights easements are placed along the stream banks and are replaced as required. Rustic wooden signs are constructed at a sign shop and erected at parking areas or access points along the highways. Fence stiles are constructed where needed to protect fences.

Appendix D-4: Wisconsin Scenic Easement Deed

THIS CONVEYANCE made on the.....day of, 19...., between.....[name deleted].... of Town of Holland, La Crosse County, State of Wisconsin, hereinafter called FIRST PARTIES, and the State of Wisconsin, hereinafter called SECOND PARTY, acting through the State Highway Commission of Wisconsin,

WITNESSETH: WHEREAS, the FIRST PARTIES are the owners in fee simple of certain real estate which is near to or adjacent to a certain highway now known as S.T.H. 93, which real estate is located in La Crosse County, Wisconsin, and is more particularly described as follows:

The NE-1/4 - NW-1/4 and the NW-1/4 - NW-1/4, Sec. 36, T 18 N, R 8 W.

Now being used for building site and agriculture or horticulture uses, all conforming to permitted uses.

AND WHEREAS, the said highway is so located as to be a logical portion of the proposed Mississippi River National Parkway, the SECOND PARTY, through its State Highway Commission, desires to construct the said highway to standards appropriate for such Parkway, and therefore desires to preserve, insofar as reasonably is possible, the natural beauty of the roadsides, and to prevent any unsightly developments that will tend to mar or detract from such natural beauty or to degrade the character of the project as constructed, or result in danger to travel on the highway, and to that end to exercise such reasonable controls over the lands within the restricted areas described hereinafter as may be necessary to accomplish such objectives,

NOW, THEREFORE, in consideration of the sum of \$150.00 paid by the SECOND PARTY to the FIRST PARTIES, receipt whereof is hereby acknowledged, the FIRST PARTIES hereby sell, transfer, grant, and convey to the SECOND PARTY an easement and right in perpetuity to any and all portions of the real estate hereinbefore described (exclusive of any acquired and recorded highway right of way) described as follows:

Beginning in Sec. 25, said town and range, on the west line approximately 12.7 feet north of the southwest corner thereof; thence along a reference line S 89° 48' E, 1989.5 feet (this portion of restricted area being 350 feet in width lying to the south of the above described reference line); thence S 13° 44' E, 1362.0 feet (this portion of restricted area being 350 feet in width, lying to the east of the above described reference line and being bounded on the north and south by the respective boundaries of said NE-1/4 - NW-1/4 which portion is hereby designated as the "restricted area" within which:

The annual budget for the stream improvement program has been approximately \$230,000 per year recently. Our annual program provides new improvement work on about 30 miles of fishing rights each year, plus maintenance on existing improvements. We expect to increase the size of this program in future years, since there are now about 400 miles of fishing rights which require improvement, and the acquisition program is constantly increasing this mileage.

(1) no building or premises shall be used and no building shall hereafter be erected or structurally altered except for one or more of the following uses:

- (a) Single family residences or tracts of not less than 5 acres.
- (b) General farming, including farm buildings, except fur farms and farms operated for the disposal of garbage, rubbish, offal or sewage.
- (c) Telephone, telegraph or electric lines or pipes or pipe lines or micro-wave radio relay structures for the purpose of transmitting messages, heat, light or power.
- (d) Uses incident to any of the above permitted uses, including accessory buildings.
- (e) Any use existing on the premises at the time of the execution of this easement. Existing commercial and industrial uses of lands and buildings may be continued, maintained and repaired, but may not be expanded nor shall any structural alteration be made.

(2) No dump of ashes, trash, sawdust or any unsightly or offensive material shall be placed upon such restricted area except as is incidental to the occupation and use of the land for normal agricultural or horticultural purposes.

(3) No sign, billboard, outdoor advertising structure or advertisement of any kind shall be erected, displayed, placed or maintained upon or within the restricted area, except one sign of not more than 8 square feet in area to advertise the sale, hire or lease of the property or the sale of any such products as are produced upon the premises.

(4) The conditions of this easement shall not prevent any permanent excavation or works necessary to the occupation or use of the restricted area for purposes of the permitted uses.

(5) No trees or shrubs shall be removed or destroyed on the land covered by this easement, except as may be incidental to the permitted uses.

(6) The grant of this easement does in no way grant the public the right to enter such area for any purpose.

To have and to hold the said easement hereby granted, unto the SECOND PARTY forever.

A covenant is hereby made with the State of Wisconsin that the FIRST PARTIES hold the above-described premises, included in the "restricted area" by good and perfect title; having good right and lawful authority to sell and convey the same; that the premises are free and clear from all liens

and encumbrances whatsoever except as hereinafter set forth.

The FIRST PARTIES, for themselves, their heirs, executors, administrators, grantees, successors, and assigns, further covenant and agree that they will neither lease nor convey any other easement in any way affecting said "restricted area" without first securing the written permission of the State Highway Commission of Wisconsin or its successor or successors.

Appendix D-5: Wisconsin Conservation Easement—Fishing and Hunting

THIS INDENTURE made this day of, 19, by and between and, his wife, of County, Wisconsin, Grantor ..; and the State of Wisconsin (Conservation Commission), Grantee.

WHEREAS, the Grantor .., the owner .. in fee simple of certain real estate which is in, near to, or adjacent to a Wisconsin Conservation Department project area now known as and located in County, Wisconsin, and

WHEREAS, the Grantee, through its State Conservation Commission, desires to develop, operate and maintain such lands as a public hunting and/or public fishing area for use and benefit of the general public,

NOW, THEREFORE,

WITNESSETH: For and in consideration of the sum of \$..... paid by the Grantee to the Grantor .., receipt whereof is hereby acknowledged, and in consideration of the covenants hereinafter contained, the Grantor .. hereby agree .. to sell, transfer, grant, and convey to the Grantee, upon acceptance by said Grantee, an easement and right in perpetuity to develop, operate and maintain a public hunting and/or fishing area on the following described real estate, which acceptance must be made by the Grantee within months from the date hereof:

the location of said easement is shown on Exhibit "A" attached, hereto, and made a part hereof.

The price to be paid to Grantor .. by Grantee for such easement is \$.....

The purpose and intent of this instrument is to create an easement for the use of the above described premises by the general public for fishing and hunting.

It is mutually covenanted and agreed by and between the parties hereto that the use of premises as a fishing and hunting area, for the use and benefit of the general public shall include the following rights, privileges and easements:

1. The general public shall have the right to hunt game on said premises and to catch and take fish in the waters thereon by legal means and for this purpose to travel in and along such waters and to utilize the lands above described to the extent necessary for the full enjoyment of this right, privilege and easement.
2. The Grantee shall have the right: (a) To develop such waters by installation and maintenance of current deflectors, covers, and retarders and any other means deemed necessary by the Grantee for the purpose of fostering, improving and enhancing fishing therein without interference with Grantor .. use of land; and (b) To post such signs and posters along said lands

And.....[name deleted]....being the owner.. and holder ... of a certain mortgage lien which is against said prem-

(Insert detail concerning lien)
ises, does hereby join in and consent to said conveyance free of said lien.

WITNESS the hands and seals of the FIRST PARTIES and of any persons joining in and consenting to this conveyance on the day and year hereinbefore written.

as are deemed necessary and suitable to delineate the above lands and locate them for public use; and (c) To protect from erosion the land above described by mechanical means such as fencing and crossovers or by the planting of trees, plants or shrubs where and to the extent deemed necessary for the protection of the stream or lake.

3. The Grantor .. reserve .. to themselves, their heirs and assigns, the right (a) to the use of the said land, including the right of fishery in said stream, insofar as such right is not inconsistent with the use of the same as a public fishing and hunting area and with the rights, privileges and easements hereby granted, and (b) to use the water in the stream for domestic purposes including watering cattle and other stock.

The Grantee agrees to assist the Grantor .. in correcting any conditions which are detrimental to the Grantor .. resulting from such use, within six months following receipt of a written request for such assistance made to it by the Grantor .., within six months from the time the alleged damage occurred.

The Grantor .. further agree .. to release the Grantee from any claims of damage which may arise as a result of floods and flash floods on the lands described on the previous page.

To have and to hold the said easement hereby granted, unto the Grantee forever.

A covenant is hereby made with the State of Wisconsin that the Grantor .. hold .. the premises described on the previous page included in the "restricted area" by good and perfect title; having good right and lawful authority to sell and convey the same; that the premises are free and clear from all liens and encumbrances whatsoever except as herein-after set forth.

The Grantor .., for themselves, their heirs, executors, administrators, grantees, successors, and assigns, further covenant and agree that they will neither lease nor convey any other easement in any way affecting said "restricted area" without first securing the written permission of the State Conservation Commission of Wisconsin or its successor or successors.

And.....being the owner.. and holder .. of certain lien..... which is

(Insert detail concerning lien)
against said premises, do .. hereby join in and consent to said conveyance free of said lien.

WITNESS the hands and seals of the Grantor .. and of any person joining in and consenting to this conveyance on the day and year hereinbefore written.

Appendix D-6: Wisconsin Conservation Easement—Flowage

THIS INDENTURE made this day of, 19, by and between and, his wife, of County, Wisconsin, Grantor ..; and the State of Wisconsin (Conservation Commission), Grantee.

WHEREAS, the Grantor the owner .. in fee simple of certain real estate which is in, near to, or adjacent to a Wisconsin Conservation Department project area now known as and located in County, Wisconsin, and

WHEREAS, the Grantee, through its State Conservation Commission, desires to flow said lands with water by means of dams, dikes and other works, for the use and benefit of the general public.

NOW, THEREFORE,

WITNESSETH: For and in consideration of the sum of \$..... paid by the Grantee to the Grantor .., receipt whereof is hereby acknowledged, and in consideration of the covenants hereinafter contained, the Grantor .. hereby agree .. to sell, transfer, grant, and convey to the Grantee, upon acceptance by said Grantee, the perpetual right, power, privilege and easement at any and all times hereafter to cause by the erection of dams, dikes or other works the water of the river, creek or watercourse to flow back on, over and under or be withdrawn from the following described lands, together with all the rights, easements, privileges, and appurtenances which will be required or needed for the right of backing and flowage and also all riparian rights of every kind in the fast and unflowed lands described herein, including the right for all of the

general public to go upon and across said lands for any lawful purpose, which acceptance must be made by the Grantee within months from the date hereof:

the location of said easement being shown on Exhibit "A" attached, hereto, and made a part hereof.

The price to be paid to Grantor .. by Grantee for such easement is \$.....

To have and to hold the said easement hereby granted, unto the Grantee forever.

A covenant is hereby made with the State of Wisconsin that the Grantor .. hold .. the above-described premises included in the "restricted area" by good and perfect title; having good right and lawful authority to sell and convey the same; that the premises are free and clear from all liens and encumbrances whatsoever except as hereinafter set forth.

The Grantor .., for themselves, their heirs, executors, administrators, grantees, successors, and assigns, further covenant and agree that they will neither lease nor convey any other easement in any way affecting said "restricted area" without first securing the written permission of the State Conservation Commission of Wisconsin or its successor or successors.

And being the owner .. and holder .. of certain lien which is

(Insert detail concerning lien)

against said premises, do .. hereby join in and consent to said conveyance free of said lien.

Appendix D-7: Wisconsin Conservation Easement—Scenic

THIS INDENTURE made this day of, 19, by and between and, his wife, of County, Wisconsin, Grantor ..; and the State of Wisconsin (Conservation Commission), Grantee.

WHEREAS, the Grantor the owner .. in fee simple of certain real estate which is in, near to, or adjacent to a Wisconsin Conservation Department project area now known as, and located in County, Wisconsin, and

WHEREAS, because the said property is so located as to be a logical portion of the, the Grantee, through its State Conservation Commission, desires to preserve insofar as reasonably is possible, the natural beauty of the

Roadside, Lake, and to prevent any unsightly developments that will tend to mar or detract from such natural beauty or to degrade the character of the project, or result in danger to travel, and to that end to exercise such reasonable controls over the lands within the restricted areas described hereinafter as may be necessary to accomplish such objectives,

NOW, THEREFORE,

WITNESSETH: For and in consideration of the sum of \$..... paid by the Grantee to the Grantor .., receipt whereof is hereby acknowledged, and in consideration of the covenants hereinafter contained, the Grantor .. hereby agree .. to sell, transfer, grant, and convey to the Grantee, upon acceptance by said Grantee, an easement and right in perpetuity to any and all portions of the following described real estate, which acceptance must be made by the Grantee within months from the date hereof:

the location of said easement being shown on Exhibit "A" attached, hereto, and made a part hereof.

(1) The price to be paid to Grantor .. by Grantee for such easement is \$.....

(2) No building or premises shall be used and no building shall hereafter be erected or structurally altered except for one or more of the following uses:

(a)

(b) General farming, including farm buildings, except fur farms and farms operated for the disposal of garbage, rubbish, offal or sewage.

- (c) Telephone, telegraph or electric lines or pipes or pipe lines or microwave radio relay structures for the purpose of transmitting messages, heat, light or power.
 - (d) Uses incident to any of the above permitted uses, including accessory buildings.
 - (e) Any use existing on the premises at the time of execution of this easement. Existing commercial and industrial uses of lands and buildings may be continued, maintained and repaired, but may not be expanded nor shall any structural alteration be made.
- (3) No dump of ashes, trash, sawdust or any unsightly or offensive material shall be placed upon such restricted area except as is incidental to the occupation and use of the land for normal agricultural or horticultural or purposes.
 - (4) No sign, billboard, outdoor advertising structure or advertisement of any kind shall be erected, displayed, placed or maintained upon or within the restricted area, except one sign of not more than 8 square feet in area to advertise the sale, hire or lease of property or the sale of any products produced upon the premises.
 - (5) No trees or shrubs shall be removed or destroyed on the land covered by this ease-

ment, except as may be incidental to the permitted uses.

- (6) The grant of this easement does in no way grant to the public the right to enter such area for any purpose.

To have and to hold the said easement hereby granted, unto the Grantee forever.

A covenant is hereby made with the State of Wisconsin that the Grantor..hold..the premises described on the previous page included in the "restricted area" by good and perfect title; having good right and lawful authority to sell and convey the same, that the premises are free and clear from all liens and encumbrances whatsoever except as herein-after set forth.

The Grantor.., for themselves, their heirs, executors, administrators, grantees, successors, and assigns, further covenant and agree that they will neither lease nor convey any other easement in any way affecting said "restricted area" without first securing the written permission of the State Conservation Commission of Wisconsin or its successor or successors.

And.....being the owner.. and holder..of.....certain.....lien.... which is.....
(Insert detail concerning lien)
against said premises, do..hereby join in and consent to said conveyance free of said lien.

Appendix D-8: Wisconsin Conservation Easement—Trails, Roads, Access Ways

THIS INDENTURE made this.....day of....., 19...., by and between.....and his wife, of..... County, Wisconsin, Grantor..; and the State of Wisconsin (Conservation Commission), Grantee.

WHEREAS, the Grantor.....the owner.. in fee simple of certain real estate which is in, near to, or adjacent to a Wisconsin Conservation Department project area now known as....., and located in..... County, Wisconsin, and

WHEREAS, the Grantee, through its State Conservation Commission, desires to construct a public rods wide, on, over and across the lands of the Grantor..,

NOW, THEREFORE,

WITNESSETH: For and in consideration of the sum of \$.....paid by the Grantee to the Grantor.., receipt whereof is hereby acknowledged, and in consideration of the covenants hereinafter contained, the Grantor..hereby agree..to sell, transfer, grant, and convey to the Grantee, upon acceptance by said Grantee, an easement and right in perpetuity to construct, operate and maintain a public..... on, over and across the following described real estate, which acceptance must be made by the Grantee within.....months from the date hereof:

the location of said right of way is shown on Exhibit "A" attached, hereto, and made a part hereof.

- (1) The price to be paid to Grantor..by Grantee for such easement is \$.....
- (2) All stumps, slash and other debris resulting from the clearing of the right of way will be disposed of by the Grantee by burning or otherwise, according to law.
- (3) All trees having a commercial value, including firewood, will be cut in standard lengths and piled conveniently by the Grantee, for disposal by sale or otherwise by the Grantor..
- (4) The Grantee shall have the right: (a) To post such signs and posters along said lands as are deemed necessary and suitable to delineate the above lands and locate them for public use, and
(b) To make such improvements and installations as are necessary, convenient and incidental to the full enjoyment and use of the rights and privileges granted by this easement.

The Grantee agrees to assist the Grantor..in correcting any conditions which are detrimental to the Grantor..resulting from such use, within six months following receipt of a written request for such assistance made to it by the Grantor.., within six months from the time the alleged damage occurred.

The Grantor..further agree..to release the Grantee from any claims of damage which may arise as a result of floods and flash floods on the lands described on the previous page.

To have and to hold the said easement hereby granted, unto the Grantee forever.

A covenant is hereby made with the State of Wisconsin that the Grantor..hold..the premises described on the previous page included in the "restricted area" by good and perfect title; having good right and lawful authority to sell and convey the same; that the premises are free and clear from all liens and encumbrances whatsoever except as hereinafter set forth.

The Grantor..., for themselves, their heirs, executors, administrators, grantees, successors, and

assigns, further covenant and agree that they will neither lease nor convey any other easement in any way affecting said "restricted area" without first securing the written permission of the State Conservation Commission of Wisconsin or its successor or successors.

And.....being the owner..
and holder..of.....certain.....lien...
.....which is.....

(Insert detail concerning lien)
against said premises, do..hereby join in and consent to said conveyance free of said lien.

Appendix D-9: Wisconsin Conservation Easement—Wetlands

THIS INDENTURE made this.....day of....., 19...., by and between.....and....., his wife, of..... County, Wisconsin, Grantor...; and the State of Wisconsin (Conservation Commission), Grantee.

WHEREAS, the Grantor.....the owner.. in fee simple of certain real estate which is in, near to, or adjacent to a Wisconsin Conservation Department project area now known as....., and located in..... County, Wisconsin, and

WHEREAS, the said lands contain and include wetland, marsh and water areas which the Grantee desires to obtain, protect and preserve.

NOW, THEREFORE,

WITNESSETH: For and in consideration of the sum of \$.....paid by the Grantee to the Grantor..., receipt whereof is hereby acknowledged, and in consideration of the covenants hereinafter contained, the Grantor..hereby agree..to sell, transfer, grant, and convey to the Grantee, upon acceptance by said Grantee, an easement and right in perpetuity to any and all portions of the following described real estate, including the right of access thereto, which acceptance must be made by the Grantee within.....months from the date hereof:

the location of said easement being shown on Exhibit "A" attached, hereto, and made a part hereof.

The price to be paid to Grantor..by Grantee for such easement is \$.....

The Grantor..., for themselves and for their heirs, successors and assigns, covenant and agree that they will cooperate in the maintenance of the aforesaid land as wetland, including streams, springs, lakes, ponds, marshes, sloughs, swales, swamps, or potholes, now existing or hereafter occurring on the above-described tract by not draining or permitting the draining, through the transfer of appurtenant water rights or otherwise, of any of said wetlands by ditching or any other means; by not filling in with earth or any

other material, any low areas or said wetlands; and by not burning any areas covered with marsh vegetation.

It is understood and agreed that this indenture imposes no other obligations or restrictions upon the parties of the first part and that neither they nor their heirs, successors, assigns, lessees, licensees, or any other person or party claiming under them shall in any way be restricted from carrying on farming practices such as grazing, hay cutting, plowing, working and cropping wetlands when the same are dry of natural causes, and that they may utilize all of the subject lands in the customary manner except for the draining, filling, and burning provisions mentioned above.

To have and to hold the said easement hereby granted, unto the Grantee forever.

A covenant is hereby made with the State of Wisconsin that the Grantor..hold..the premises described on the previous page included in the "restricted area" by good and perfect title; having good right and lawful authority to sell and convey the same; that the premises are free and clear from all liens and encumbrances whatsoever except as hereinafter set forth.

The Grantor..., for themselves, their heirs, executors, administrators, grantees, successors, and assigns, further covenant and agree that they will neither lease nor convey any other easement in any way affecting said "restricted area" without first securing the written permission of the State Conservation Commission of Wisconsin or its successor or successors.

AND.....being the owner..
and holder..of.....certain.....lien...
.....which is.....

(Insert detail concerning lien)
against said premises, do..hereby join in and consent to said conveyance free of said lien.

Appendix D-10: Wisconsin Conservation Easements Directive and Instructions

January 15, 1962

Administrative Directive No. 85

TO: All Supervisory Personnel
FROM: L. P. Voigt
SUBJECT: Conservation Easements - Preliminary Instructions

Effective immediately, the following preliminary instructions for the acquisition of conservation easements will be followed to initiate this phase of the acquisition program. Experience with the program will necessitate changes in procedures which will be adopted and distributed as needed.

In general, the acquisition of easements can be divided into several steps, similar to the acquisition of fee title:

1. Objective - what rights to land are needed
 2. Appraisal
 3. Easement form
 4. Negotiation
 5. Processing
- Preliminary instructions:

Objective

Many factors are involved in deciding whether to acquire all the rights (fee simple title) or merely a portion of the rights (perpetual easement) to the land. This is a decision basic to the entire acquisition transaction which heretofore has not been faced by the project administrator. One general rule is important in all future land purchases - know beforehand what minimum interest the state must acquire in the land to carry out the intended management program.

Appraisal

1. Both the appraisal for fee title and perpetual easement require a complete appraisal of the parcel.

2. For perpetual easements, the appraisal of the rights acquired is the difference between the complete appraisal and the market value of the land without such rights. It is not an estimate of the value of the rights to the Conservation Department. The latter is in no way connected with the appraisal.

3. Complete appraisals will be submitted for perpetual easements on the usual land and timber report forms. Separate memoranda of justification outlining the reasoning and other details used in determining the easement option price shall be attached to the land and timber reports.

It is planned to circularize each area office with copies of such materials on all easements taken so an area "experience file" can be developed. Field personnel should check with their respective supervisors before taking an easement option so that all available experience can be considered before negotiations are started.

Easement Forms

1. Five basic conservation easement forms have been developed for use in this program, (Form No. A-492, A-495, A-496, A-497 and A-498). They will cover all of the known basic conservation rights to land in which the Department is interested. Copies of these forms are available at area offices.

2. Additional covenant clauses have been developed for use in addition to the five basic forms. Any of these may be inserted (or attached) to the basic form. A list of such clauses is attached.

3. If rights not covered in paragraphs (1) or (2) above are desired, contact your division office before starting the transaction. They will obtain a suggested wording from the legal staff to fit the individual case in question. Additional covenant clauses will be circularized as they are developed. Remember that if additional rights to land are needed, the easement form must be hand tailored to fit the situation, but in a uniform way.

4. Note that the forms are options until accepted by the Commission, then they become binding conveyances.

5. Easements can be optioned for periods shorter than the usual period for fee title. An option period of at least 4 months is recommended.

6. Easements are not to be recorded until after Commission approval.

Negotiation

In general, negotiations for easements will be similar to those for fee title. Several specific items should be made clear to the grantor:

1. The rights to land obtained under the easement are in perpetuity and continue with the land, regardless of change in ownership.

2. The grantor's assessed valuation may be reduced just as if he had sold part of his land for fee title, but this is a matter to be determined by the owner, the local assessor and board of review.

Processing

1. Execute easement in triplicate - one copy to grantor, the original and one copy submitted to area supervisor.

2. Do not record easement before Commission approval. Following approval, it will be returned to you for recording.

3. Submit a memorandum with the land and timber report justifying the easement appraisal figure and other facts pertinent to the transaction.

4. If the landowner has an abstract of title he should be requested to lend it to the Department for review by our legal staff. If the abstract is obtained on loan, a receipt should be issued to the landowner. In such case, the abstract should be submitted by certified mail with the signed easement. If he does not

have an abstract or refuses to make it available on loan, submit a statement to this effect with the easement. The legal staff will then determine what course of action will be taken to determine merchantability.

Any additional questions on any aspect of the easement program should be directed to your division office, not the legal staff except in cases of extreme urgency.

CONSERVATION EASEMENTS

Five basic conservation easements have been prepared for use as flowage, wetland, fishing and hunting, right-of-way and scenic easements. Recognizing that it will be necessary to modify or redraft these basic forms from time to time to meet specific problems, a number of easement covenant clauses have been drafted. These covenants may be added or substituted in the easement forms where applicable or desirable.

I. Clauses of General Application.

A. Third Parties, rights, duties and limitations.

1. NO RIGHT OF PUBLIC ENTRY

"The granting of this easement does in no way grant the public the right to enter such areas for any purpose."

2. PUBLIC RIGHT TO CROSS AND USE—HUNTING, TRAPPING AND FISHING

"The general public shall have the right to hunt game and to trap fur-bearing animals on said premises and to catch and take fish in the waters thereon by legal means and for this purpose to travel in and along such waters as to utilize the lands above described to the extent necessary for the full enjoyment of this right, privilege and easement."

3. RIGHT OF GENERAL PUBLIC TO GO UPON AND CROSS LANDS

"... the perpetual right, power, privilege and easement at any and all times hereafter to cause by the erection of dams, dikes or other works the waters of the river, creek or watercourse to flow back on, over and under or to be withdrawn from the following described lands together with all the rights, easements, privileges and appurtenances which will be required or needed for the right of backing and flowage and also all riparian rights of every kind in the fast and unflowed lands described herein, including the right for all of the general public to go upon and across said lands for any lawful purpose..."

B. Grantor, rights, duties and limitations.

4. RIGHTS RESERVED BY GRANTOR

"The grantor ... reserve the right to (Construct and maintain and/or harvest, etc.) on said lands."

5. GRANTOR RELEASES RIGHT TO CLAIMS OF DAMAGES

"The grantor ... further agree ... to release the grantee from any claims of damage which may arise as a result of

floods and flash floods on the above-described lands."

6. GRANTOR TO COOPERATE IN MAINTAINING WETLAND

"The grantor . . . , for themselves and for their heirs, successors and assigns, covenant and agree that they will cooperate in the maintenance of the aforesaid land as wetland, including streams, springs, lakes, ponds, marshes, sloughs, swales, swamps, or potholes now existing or hereinafter occurring on the above-described tract by not draining or permitting the draining, through the transfer of appurtenant water rights or otherwise, of any of said wetlands by ditching or any other means; by not filling in with earth or any other material, any low areas or said wetlands; and by not burning any areas covered with marsh vegetation."

7. OTHER OBLIGATIONS NOT IMPOSED ON GRANTOR

"It is understood and agreed that this indenture imposes no other obligations or restrictions upon the parties of the first part and that neither they nor their heirs, successors, assigns, lessees, licenses or any other person or party claiming under them shall in any way be restricted from carrying on farming practices such as grazing, hay cutting, plowing, working and cropping wetlands when the same are dry of natural causes, and that they may utilize all of the subject lands in the customary manner except for the draining, filling, and burning provisions mentioned above."

8. REVERSION TO GRANTOR UPON ABANDONMENT

"Said lands shall revert to the grantor . . . upon abandonment of the use of the same for. . . . purposes or upon non-use of the same for a period of years."

9. GRANTOR'S RIGHT TO USE WHEN NOT INCONSISTENT WITH STATED PURPOSE

"It is expressly understood and agreed that the said grantee shall not have the right to erect any fence or other structure on such land other than the said and the right is hereby expressly reserved to said grantor . . . , his heirs and assigns, of every use and enjoyment of said land not inconsistent with the above-stated purpose."

10. GRANTEE TO ASSIST GRANTOR IN CORRECTING CONDITIONS, WHEN

"The grantee agrees to assist the grantor . . . in correcting any conditions which are detrimental to the grantor . . . resulting from such use, within 6 months following receipt of written request for

such assistance made to it by the grantor . . . within 6 months from the time the alleged damage occurred."

11. REMOVAL OF TREES AND SHRUBS

"No trees or shrubs shall be removed or destroyed on the lands covered by this easement, except as may be incidental to the permitted uses."

12. GRANTOR TO DISPOSE OF TREES AND FIREWOOD CUT BY GRANTEE

"All trees having a commercial value, including firewood, will be cut in standard lengths and piled conveniently by the grantee, for disposal, by sale or otherwise, by the grantor"

13. TRIMMING OF TREES OR DEVELOPMENT OF BORROW PITS

"Any further cutting or trimming of trees along said right-of-way, or the development of borrow pits, shall not be done until there is an understanding as to the necessity for such work between the grantor and grantee, and all such undertakings shall be done under the supervision of the grantor"

C. Grantee, rights, duties and limitations.

14. RIGHT OF GRANTEE TO PROTECT AGAINST EROSION

"The grantee shall have the right to protect from erosion the land above described by mechanical means such as fencing and crossovers or by planting of trees, plants or shrubs where and to the extent deemed necessary for the protection of the stream, lake or"

15. RIGHT OF GRANTEE, SIGNS AND POSTERS

"The grantee shall have the right to post such signs and posters along said lands as are deemed necessary and suitable to delineate the above lands and locate them for public use."

16. RIGHT OF GRANTEE, IMPROVEMENTS AND INSTALLATIONS

"The grantee shall have the right to make such improvements and installations as are necessary, convenient and incidental to the full enjoyment and use of the rights and privileges granted by this easement."

17. DISPOSITION OF STUMPS, SLASH AND DEBRIS BY GRANTEE

"All stumps, slash and other debris resulting from the clearing of the right-of-way will be disposed of by the grantee by burning or otherwise according to law."

REMOVAL OF TREES AND SHRUBS.

(See Grantor Clause 11)

CUTTING TREES OF COMMERCIAL VALUE INCLUDING FIREWOOD. (See Grantor Clause 12)

TRIMMING TREES AND DEVELOPMENT OF BORROW PITS. (See Grantor Clause 13)

GRANTEE TO ASSIST GRANTOR IN CORRECTING CONDITIONS, WHEN.

(See Grantor Clause 10)

RIGHTS ACQUIRED BY GRANTEE. (See Third Party Clause 3)

CONSTRUCTION OF FENCES AND STRUCTURES BY GRANTEE. (See Grantor Clause 9)

II. Scenic Easements, Suggested Provisions.

The following clauses are suggested for use in Scenic Easements for protection of State Forest and Park Roads, State Forest and Park Entrances and River and Stream Frontage.

A. Limitations on grantor.

18. ADVERTISING, BILLBOARDS, ETC.

"No advertising of any kind, including billboards and outdoor advertising structures, shall be erected, displayed, placed or maintained upon or within the restricted area unless written approval is obtained from the Conservation Commission."

19. ADVERTISING, BILLBOARDS, ETC.

"No sign, billboard, outdoor advertising structure or advertisement of any kind shall be erected, displayed, placed or maintained upon or within the restricted area, except one sign of not more than 8 square feet in area to advertise the sale, hire or lease of property for sale of any products produced upon the premises."

20. NEW STRUCTURES

"No new structures of any kind will be placed or erected upon the premises described in this easement until an application, together with a statement of purpose for which the building or structure will be used, has been filed with a written approval obtained from the Conservation Commission."

21. STRUCTURAL CHANGES OR ADDITION TO BUILDINGS

"That no structural changes or addition shall be made to any of the buildings on said property until an application therefor has been made to, and written approval has been obtained from the Conservation Commission."

22. USE, ERECTION, ALTERATION OF BUILDINGS

"No building or premise shall be used and no building shall hereafter be erected or structurally altered except for one or more of the following uses:

(a) General farming, including farm buildings, except fur farms and farms operated for the disposal of garbage, rubbish, offal or sewage.

(b) Telephone, telegraph or electric lines or pipes or pipelines or microwave radio relay structures for the purpose of transmitting messages, heat, light or power.

(c) Uses incident to any of the above permitted uses, including accessory buildings.

- (d) Any use existing on the premises at the time of the execution of this easement. Existing commercial and industrial uses of lands and buildings may be continued, maintained and repaired, but may not be expanded nor shall any structural alteration be made."
23. **USE OF PROPERTY NOT TO MATERIALLY ALTER LANDSCAPE OR SCENIC FEATURES**
 "No use of said described property which, in the opinion and judgment of the Conservation Commission, will or does materially alter the landscape or other attractive scenic feature of the land, or will be inconsistent with the state park and forest rules and regulations or with the proper operation of a state park or forest area, other than those specified above, shall be done or suffered without the written consent of the Conservation Commission."
24. **PERMANENT EXCAVATION OR WORKS**
 "The conditions of this easement shall not prevent any permanent excavation or works necessary to the occupation or use of the restricted area for purposes of the permitted uses."
25. **PAINTING OR EXTERIOR SURFACING OF BUILDINGS AND STRUCTURES**
 "No painting or exterior surfacing, which in the opinion and judgment of the Conservation Commission and its agents are inharmonious with the landscape and general surroundings, shall be used on the exterior of any structure now located on such property, or which may, as hereinbefore provided, be constructed thereon."
26. **TOPOGRAPHIC CHANGES**
 "The general topography of the landscape, river frontage or creek frontage shall be continued in its present condition, and that no excavation or topographic changes shall be made without written approval of the Conservation Commission."
27. **REMOVAL OF TREES AND SHRUBS**
 "No trees or shrubs shall be removed or destroyed on the land covered by this easement, except as may be incidental to the permitted uses, and that all new plantings by the grantor..... shall be confined to native plants characteristic of the surrounding region."
28. **DUMPING**
 "No dumping of ashes, trash, garbage, sewage, sawdust, or any unsightly or offensive material shall be placed upon such restricted area, except as incidental to the occupation and use of the land for normal agricultural or horticultural purposes."
- B. **Exceptions and Special Reservations to Grantor.**
29. **RIGHT TO MAINTAIN AND RESTORE EXISTING BUILDINGS**
 "The right to maintain all of the buildings now existing, and if any or all of them shall be destroyed by fire, storm or other means to restore the same in conformity with a design which shall be submitted to and approved by the Conservation Commission."
30. **RIGHT TO CONSTRUCT WELLS, CISTERNS, CELLARS AND SEPTIC TANKS**
 "Nothing in this instrument shall affect the right of the grantor to construct on the premises wells, cisterns, cellars and septic tanks necessary to the maintenance of the property now being constructed, or which may be hereafter approved for construction by the Conservation Commission."
31. **TERMINATION BY ABANDONMENT**
 "If at any time the State of Wisconsin shall abandon the forest or park served by this scenic easement, all the rights and privileges granted and given to the State and the Conservation Commission shall cease to be effective."
32. **NO RIGHT OF PUBLIC ENTRY**
 "The granting of this easement does in no way permit the public to enter such area for any purpose."

Appendix D-11: Massachusetts Association of Conservation Commissions Forms of Deeds for Purchase or Gift of Fee or Easement

(With Comments by Stuart DeBard)

FORM I. PURCHASE IN FEE

John Doe and Mary Doe, husband and wife (etc.), for consideration paid, hereby grant to the Town of with Quitclaim Covenants the land situated in said Town of, County of, Commonwealth of Massachusetts, and bounded and described as follows:

Northerly
 Easterly

Southerly
 Westerly
 containing square feet of land, more or less, according to a plan (describe plan by surveyor's name, date, and recording data).

For our title, see deed of to the grantors dated and recorded with County Deeds, Book, page

Said real property is conveyed to said Town under the provisions of General Laws, Ch. 40, Sec. 8-C as it may hereafter be amended to be managed and controlled by the Conservation Commission of the Town

of.....for the promotion and development of the natural resources and for the protection of the watershed resources of said Town.

Subject to taxes for the year 196...

WITNESS our hands and seals (etc.)

Signatures

(Documentary Stamps)

Acknowledgment before

Notary Public

APPROVAL

We the undersigned Board of Selectmen of the Town ofhereby approve the receipt of the within deed under G.L., Ch. 40, Sec. 8-C.

(To be recorded in the Registry of Deeds.)

COMMENTS

(Only Town procedures are mentioned herein for brevity's sake. Cities should adapt these remarks to their own needs.)

A. STATUTES

See Ch. 40, Sec. 8-C, as amended by Acts 1961, Ch. 258.

For "self-help, 50 - 50 state assistance," see G.L., Ch. 132-A, Sec. 11 as added by Ch. 517 of Acts of 1960.

B. PROCEDURE

The Town has to take title; not the Conservation Commission. As a Town vote is needed under the 50 - 50 plan, the selectmen's approval is needed. A two-thirds Town meeting vote to transfer purchased land to another municipal use. G.L., Ch. 40, Sec. 15A. *Lowell v. Boston*, 322 Mass. 721.

C. TAXES

The Commission might assume all the taxes for the year of conveyance as part of the payment or as a nice gesture in the case of gifts.

FORM II. GIFT IN FEE

We, John Doe and Mary Doe, husband and wife (etc.) release, grant and dedicate to the Town of, without covenants, the land in said Town of, bounded and described as follows:

Northerly

Easterly

Westerly

Southerly

containing.....square feet, more or less, according to a plan entitledand recorded

BUT NEVERTHELESS IN TRUST upon the following terms and conditions:

1. Such Town shall be Trustee under this trust.

2. The Conservation Commission of the Town ofshall manage and control the property conveyed to this charitable trust and shall constitute a board of visitors to enforce and preserve this trust. As such it may take appropriate legal action, in lieu of action by the Attorney General. If it should cease to exist, such powers shall devolve upon the Board of Selectmen.

3. The Trust property shall be used for the purposes authorized by General Laws, Ch. 40, Sec. 8-C as it may hereafter be amended, and other Massachusetts statutes relating to Conservation, including the protection and development of the natural resources and the protection of the watershed resources of the Town of

4. If the Trust property or any interest or part thereof should be taken by eminent domain by any body corporate or politic, the net proceeds of the award shall be added to the Conservation Fund of said Town and thereafter be devoted to said purposes.

5. This trust shall become effective upon the acceptance of this deed by said Town, acting through its Board of Selectmen so authorized by G.L., Ch. 40, Sec. 8-C.

For our title see (etc.)

Subject to real estate taxes for the year 196... assessed by said Town.

This conveyance is made without consideration.

IN WITNESS WHEREOF, (etc.)

Signatures

(NO Documentary Stamps)

Acknowledgment before

Notary Public

APPROVAL

We the undersigned Board of Selectmen of the Town ofhereby approve the receipt of the within deed under G.L., Ch. 40, Sec. 8-C.

(To be recorded in the Registry of Deeds)

COMMENTS

A. GRANTING CLAUSE, MORTGAGES

Neither a warranty nor a quitclaim deed is appropriate to a gift as they warrant either that the title is perfect or that the grantor has made no encumbrances. A release deed is adequate. A release or partial release of any mortgage covering the property might well be obtained from any mortgagee bank. If there is a mortgage, at least a letter from the bank should be obtained by the grantor, assenting to his deed, to avoid a technical breach of the mortgage. "Dedicate" is explained, below, IV-C.

B. WHY A "TRUST"?

An express trust is recommended for gifts because the Conservation Act has no express prohibition upon transfer of Conservation lands such as G.L., Ch. 45, Sec. 7 gives to "parks." (These can be "forever kept open" with minor exceptions unless the legislature wills it.)

Towns may generally sell and/or transfer land between departments except that G.L., Ch. 40, Sec. 15-A prohibits transfer of land in violation of a term on condition in the title. A trust is such a term or condition.

The Courts often find that a gift to a town for "the purposes of a public park," for "patriotic . . . purposes," are only descriptive of the uses which were then contemplated and not binding. See *Loomis v. Boston*, 331 Mass. 129, 132. See *MacDonald v. Street Comrs.*, 268 Mass. 288, 294-7.

Thus an express trust is preferred to an implied trust.

If there is no express "trust," it might take a court to find one. Nikols v. Comrs. of Middlesex Co., 1960 A.S. 687.

If an express trust is declared or implied even the legislature cannot authorize a diversion of purpose. Codman v. Crocker, 203 Mass. 146, 150, 151. Gary Library v. Bliss, 151 Mass. 364, Adams v. Plunkett, 273 Mass. 453.

Eminent domain must be used if land given in trust is to be diverted. Brown v. Metropolitan District Commission, 325 Mass. 731, 734.

A trust is preferred to a reverter, which may fail (G.L., Ch. 184-A, Sec. 3) or to a condition or a restriction.

Analogous statutes give Towns the power to be trustees of land. G.L., Ch. 40, Sec. 3, Ch. 45, Sec. 3, Ch. 214, Sec. 3 (Clause 11).

C. VISITING COMMITTEE

A charitable trust can normally be enforced by the Attorney General or, by leave, by ten taxable inhabitants. (G.L., Ch. 214, Sec. 3 (Cl. 11).) A better plan is to create a board or committee to have this responsibility. Trustees of Andover Seminary v. Visitors, 253 Mass. 256, 270. Adams v. Plunkett, 274 Mass. 453. See Briggs v. Merchants National Bank, 323 Mass. 261, 278.

D. EMINENT DOMAIN

The use of the proceeds of eminent domain for the Conservation Fund makes it clear that such monies would not go to the "E & D" Account. Ch. 40, Sec. 3 (51).

E. CLUSTER ZONING

A promising field for gifts to Conservation purposes is the increasing use of zoning by-laws permitting lot frontages and areas less than otherwise required if the land saved is preserved as a natural area. See North Andover & Sharon Zoning by-laws. The real estate developer should not retain the reserved areas. In Weston and other towns, developers have donated these to Conservation Commissions. Special "Whereas" clauses and provisions for access should be included in such deeds which can also be in trust. It is doubted that a Commission should accept a plot if access is to be limited to the abutters.

F. PRIVATE LAND TRUSTS

This Association and this pamphlet deal with gifts to towns. A foolproof legal device is suggested so that donors can confidently give land to Towns without fear that it will be diverted to use for a fire station, a school, etc. for which the municipality should pay. Gifts to charitable corporations or to private land trusts do offer this security. However, such gifts have the disadvantages that the tax benefit to the donor may have to be proved in each case. Since they are not part of a town-wide plan of open areas, public monies cannot assist in acquiring land which will benefit the public and public monies cannot be used for maintenance. Private conservation clubs can be of great value to a Commission along with garden clubs, service and youth groups.

FORM III. DEED OF EASEMENT (Over whole parcel)

We, John Doe and Mary Doe, husband and wife (etc.) grant, release and dedicate to the Town of..... certain interests hereinafter described in real property owned by us, situated on..... Street, in said Town of....., County of....., Commonwealth of Massachusetts, bounded and described as follows:

Northerly
Southerly
Easterly
Westerly

Containing.....square feet according to a plan entitled, etc. For our title see Deed etc.

The rights herein conveyed and dedicated are for the promotion and development of the natural resources and for the protection of the watershed resources of said Town under G.L., Ch. 40, Sec. 8-C as it may hereafter be amended to be managed and controlled by the Conservation Commission of said Town in accordance therewith.

We hereby grant, release and dedicate a perpetual easement and restrictive right that no building or fence will be erected, placed or permitted to remain (other than an existing building or fence which is described) and no filling of or dumping upon said land will be done by us or permitted by us.

(OPTIONAL: Also that the inhabitants of the said Town may pass and repass upon said land for purposes of hunting, fishing, hiking or nature study so long as the Town by its said Conservation Commission enforces reasonable regulations established and from time to time amended by it to prevent injury to domestic animals, growing crops including trees, violations of law or acts of nuisance. Such regulations may (shall) prohibit (fires, camping or other uses) and all access during a period of danger from fires. This clause shall become null and void upon the recording of an affidavit in the Registry of Deed by us, our administrators, executors, heirs or assigns stating a violation hereof, the fact of failure to remedy the same upon written notice to said Commission sixty (60) days prior to the affidavit and a statement that the same violation has continued.)

(Except as above provided) Such easement and restrictive right shall run with our said land and shall bind us and each of us and our respective executors, administrators, heirs and assigns.

(OPTIONAL: All rights not expressly given herein are reserved to us including (select as needed) the right to conduct any type of agricultural or forestry activity therein and this deed is to be construed so as not to interfere therewith in any material respect.)

IN WITNESS WHEREOF, (etc.).

Signatures
(NO documentary stamps)
Acknowledgment Approval by Selectmen

COMMENT

A. The above is a form for an easement of a separately described lot, which will stay in use as a farm, a commercial forest, etc. See comments below as to general problems as to easements.

- B. Use "grant," "for consideration paid," and "with Quitclaim Covenants" if the easement is purchased. (See Form I)
- C. A lease or an easement with a time limit are possible.

FORM IV. DEED OF EASEMENT (Over a strip, marsh, etc.)

We, John Doe and Mary Doe (etc.) grant, release and dedicate (etc. as in Form III).

...a perpetual easement and the development right with respect to that portion of our land situated on the easterly side of the.....River in said Town of.....which is located One Hundred (100) feet from the thread of the stream (or bank) whereby no building or fence will be erected, placed or permitted to remain upon said portion of our land and no filling or dumping will be done by us or permitted by us.

(OPTIONAL: The inhabitants of the said Town and their guests may pass and repass upon such portion of our land for purposes of (hunting, fishing, nature study, etc.) but the said Town is not hereby permitted to construct any paths thereon nor to place any objects thereon.)

Such easement and development right shall run with our said land and shall bind us and each of us and our respective executors, administrators, heirs and assigns.

IN WITNESS WHEREOF, etc.

Signatures

Acknowledgment Approval
by Selectmen

COMMENTS

A. STATUTES

"Development rights," "Easements" and "Covenants" are specifically permitted to Conservation Commissions by Ch. 258 of Acts of 1961, Amending Ch. 40, Sec. 8-C. See "Legal Tools for Preserving Open Spaces," pp. 2-4, for outline treatment of the uses of easements for conservation purposes.

B. TAXATION

If the owner has given valuable property rights to the Town by easement or, of course, in fee (Rev. Rul. 57-511), he is entitled to a charitable deduction on his Federal Income Tax (I.R.C. 170 (c) (1)) and his death taxes will be reduced. If his land has been assessed for local taxes as potential building lots, he should get an abatement. If not, the valuation should not be increased above that of other vacant land.

If the land should ever be taken for taxes, the purchaser at a tax foreclosure sale would take "subject to and have the benefit of all easements and restrictions...over said land and...all covenants running with said premises." G.L., Ch. 60, Sec. 45. Thus easements over land reduce its value for taxation. The "restrictions" mentioned means those affecting use. See Crocker-McElwain Co. v. Assessors of Holyoke, 296 Mass., 338, 348.

C. DEDICATION

There is a general rule that if a negative easement is to "run with the land" (and thus be good after the original owner dies or sells his land) it must

benefit the land of the holder of the "dominant" estate. Owen Tudor, Esq. (whose assistance is gratefully acknowledged for a number of citations herein) is of the opinion that Middlefield v. Church Mills Knitting Co., 160 Mass. 267, does not necessarily hold that a town may hold an easement in perpetuity unless it owns adjacent land. (See Belmont v. Mass. Amusement Corp., 333 Mass. 565.) However, other statutes besides Ch. 40, Sec. 8-C have granted governmental bodies the right to receive easements (Acts 1898, Ch. 463, Acts 1956, Ch. 631). The older device of "dedication" should also be used to avoid any doubt that a good easement is created. Lowell v. Boston, 322 Mass. 709, 728, 730. Horn v. Crosthill Homes, Inc., 340 Mass. 362. Acceptance by the Town should be amply demonstrated by the approval of the Selectmen and by recording.

D. PUBLIC ACCESS

As can be seen, it may take a number of words to provide proper safeguards for public access under an easement. Easements of view alone are proper. Attorney General v. Vineyard Grove Co., 181 Mass. 507. It is believed that land subject to such an easement may be counted toward meeting zoning lot size requirements. (See Welfare (etc.) Assn. v. Krieger, 226 Wis. 105).

Sometimes only the right of passage may be desired, as in giving access to a pond. Sometimes it may not be desired, as for very wet marshes or an intensively farmed area. No objection is known to taking a grant of development rights (to keep taxes down) if there is a provable benefit to the town, and permitting the owner to charge for fishing in stocked ponds or hunting in a stocked wood.

E. MANAGEMENT

Commissions can execute contracts to maintain or preserve lands "controlled" by them. Presumably they can hire men, buy chain-saws and other equipment and run a department. Within the permissible appropriation ceiling, it seems better to enlist the aid of the departments of Public Works, Tree & Park, Highway and Police plus lots of volunteer help.

F. USE OF OTHER STATUTES

A Commission in a smaller town should consider acquiring the powers of a Playground Commission (G.L., Ch. 45, Sec. 14), a Forest Committee (G.L., Ch. 45, Sec. 21) run for election as Park Commissioners (G.L., Ch. 45, Sec. 2) or work with those groups, if already established, in acquiring land. These statutes usually require a two-thirds vote of town meetings but eminent domain is permitted. They should advise the planning board as to green areas on master plans, as to Flood Plain Zoning (G.L., Ch. 40, Sec. 2), Cluster Zoning and reservations of playgrounds in subdivisions (G.L., Ch. 41, Sec. 81-L). They should advise the Selectmen as to Tax Title land (G.L., Ch. 60, Sec. 77) and as to Shore Reservations (G.L., Ch. 45, Sec. 23 A-C). Expenditures by a Town under these other statutes are not limited in amount and are in addition to those for Conservation. Commissions are appointed by boards of Selectmen and ought to keep them fully informed.

APPENDIX E

EASEMENT COSTS

Appendix E-1: Great River Road, Wisconsin

DETAILED REPORT OF SCENIC EASEMENT COSTS GREAT RIVER ROAD WISCONSIN

Rolfe B. Sawtelle, State Highway Commissioner of Wisconsin
PROJECT S 0119(3) LA CROSSE COUNTY

[N.B.: Average easement extends to 350 feet from centerline of highway in rural areas.]

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
1.....	4.70	Award (Fee)	4-15-52	\$ 254.83	\$54.22
2.....	5.43	Award (Fee)	4-15-52	155.79	28.69
3.....	5.20	Fee Simple	4- 4-52	153.14	29.45
5.....	3.06	Award (Fee)	4-15-52	82.86	27.08
6.....	10.67	Award (Fee)	4-15-52	349.76	32.78
8.....	13.90	Award (Ease.)...	5-12-52	150.00	10.79
9.....	1.70	Fee Simple	4- 8-52	82.50	48.53
11.....	9.60	Easement.....	4- 8-52	75.00	7.81
14.....	16.40	Easement.....	4- 4-52	100.00	6.10
17.....	10.00	Easement.....	4- 8-52	150.00	15.00
19.....	26.00	Award (Ease.)...	5-12-52	150.00	5.77
21.....	18.40	Easement.....	4- 7-52	150.00	8.15
	125.06			\$1,853.88	\$14.82

Fee Title Cost = $\frac{1,078.88}{30.76}$ = \$35.00 Cost per acre of fee title to a scenic area bordering a normal width right of way.

Easement Cost = $\frac{775.00}{94.3}$ = \$ 8.22 Cost per acre of scenic easements through residential or horticultural land.

Total Cost = $\frac{1,853.88}{125.06}$ = \$14.82 Cost per acre for scenic easements on project.

Condemnations were required for 6/12 or 50% of the parcels.

PROJECT S 0119(4) TREMPLEAU COUNTY

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
2.....	1.50	Award (Ease.)...	5-13-52	\$ 100.00	\$66.67
4.....	33.50	Easement.....	4-18-52	1,700.00	50.74
6.....	15.80	Award (Ease.)...	5-13-52	150.00	9.49
8.....	7.60	Easement.....	4- 3-52	108.00	14.21
10.....	7.60	Award (Ease.)...	5-13-52	108.00	14.21
14.....	15.00	Easement.....	4-15-52	50.00	3.33
16.....	14.40	Award (Ease.)...	5-15-52	50.00	3.47
17.....	4.30	Fee Simple	4-15-52	420.37	97.76
18.....	9.20	Fee Simple	4- 3-52	431.57	46.91
19.....	9.10	Award (Fee)	4-16-52	429.25	47.17
20.....	6.09	Fee Simple	4- 3-52	343.11	56.34
21.....	2.50	Award (Fee)	4-16-52	79.43	31.77

PROJECT S 0119(4) TREMPLEAU COUNTY—Con.

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
22.....	9.48	Fee Simple	3-28-52	307.63	32.45
23.....	9.46	Fee Simple	3-29-52	306.98	32.45
24.....	3.53	Fee Simple	3-28-52	88.25	25.00
	149.06			\$4,672.59	\$31.35

$\frac{\text{Fee Title Cost}}{\text{Total Acres}} = \frac{2,406.59}{53.66} = \44.85 Ave. acre cost of fee title to a scenic area bordering a normal right of way width.

$\frac{\text{Easement Cost}}{\text{Total Acres}} = \frac{2,266.00}{95.40} = \23.75 Ave. acre cost of scenic easements only.

$\frac{\text{Easement Cost}}{\text{Total Acres}} = \frac{566.00}{61.9} = \$ 9.14$ Cost per acre for scenic easements through residential and horticultural areas.

$\frac{\text{Easement Cost}}{\text{Total Acres}} = \frac{1,700.00}{33.5} = \50.75 Cost per acre for scenic easements through residential and commercial area.

$\frac{\text{Easement Cost}}{\text{Total Acres}} = \frac{4,672.59}{149.06} = \31.35 Cost per acre for scenic easements on entire project.

Condemnations necessary for 6/15 or 40% of the parcels.

PROJECT S 0980(2) CRAWFORD COUNTY

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
6.....	5.98	Award (Ease.)...	3- 1-57	\$100.00	\$16.72

PROJECT T 0864(2) BUFFALO COUNTY

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
2.....	$\frac{1}{2}$ 141.96	Letter of agreement.....	11- 9-55	Dedicated	\$0.00

PROJECT T 028-1(26) BUFFALO AND TREMPLEAU COUNTIES

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
5.....	0.50	Easement.....	3-31-56	\$ 10.00	\$20.00
7.....	0.10	Easement.....	4-24-56	5.00	50.00
9.....	1.30	Easement.....	3-31-56	50.00	39.00
10.....	3.00	Award (Ease.)...	5-10-56	150.00	50.00
12.....	3.80	Easement.....	4-23-56	50.00	13.16
13.....	1.00	Easement.....	3-31-56	15.00	15.00
15.....	0.80	Easement.....	4- 2-56	15.00	18.75
18*	38.00	Easement.....	4- 4-56	100.00	2.65
	48.50			\$395.00	\$ 8.15

Scenic Easement restrictions based on a 300-foot frontage for residential sites. The restricted area frontage totalled 9,080 linear feet.

*This parcel based on a 5-acre tract restriction for residential sites.

The average cost per frontage foot was $\frac{495}{1,800} = \$0.164$.

$\frac{\text{Total Cost}}{\text{Total Acres}} = \frac{395.00}{48.5} = \8.15 Ave. cost per acre of scenic easements for project.

This project ran through river bottom land—not suitable for building sites. Condemnations necessary for 1/8 or 12.5% of the parcels.

$\frac{1}{2}$ Owned by U.S.A.—Upper Mississippi Fish and Wildlife Refuge—Department of Interior.

PROJECT T 057-1(3) VERNON COUNTY

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
2.....	13.2	Easement.....	6-22-53	\$ 275.00	\$ 20.84*
5.....	6.6	...do.....	6-17-53	500.00	75.75*
11.....	1.8	...do.....	6-17-53	90.00	50.00*
21.....	0.8	Award (Ease.)...	7- 1-53	15.00	19.00*
26.....	16.9	Easement.....	10-27-53	900.00	53.25*
28.....	3.8	...do.....	9-18-53	10.00	2.64*
30.....	5.5	...do.....	10-27-53	500.00	90.90*
31.....	1.6	...do.....	9-21-53	500.00	312.50*
33.....	1.4	...do.....	9-22-53	25.00	17.86*
34.....	8.0	...do.....	9-23-53	25.00	3.13*
35.....	1.8	...do.....	9-17-53	150.00	83.34*
40.....	17.7	...do.....	9-24-53	200.00	11.30
42.....	0.6	...do.....	10- 9-53	10.00	16.67
45.....	0.5	...do.....	9-23-53	10.00	20.00
47.....	0.5	...do.....	9-25-53	10.00	20.00
49.....	0.5	...do.....	9-17-53	10.00	20.00
51.....	1.0	...do.....	9-17-53	20.00	20.00
53.....	0.5	...do.....	9-25-53	10.00	20.00
55.....	0.7	...do.....	9-24-53	10.00	14.29
56.....	0.7	...do.....	9-23-53	10.00	14.29
58.....	15.0	...do.....	10- 2-53	1,000.00	66.67*
61.....	2.3	...do.....	11- 4-53	10.00	4.35*
63.....	10.00	...do.....	10-28-53	350.00	35.00*
69.....	10.4	...do.....	10-22-53	125.00	12.02*
71.....	8.4	...do.....	11-17-53	200.00	23.81*
74.....	3.3	...do.....	9-22-53	25.00	7.58*
66.....	2.5	...do.....	10- 7-53	200.00	80.00*
76.....	4.5	...do.....	10-28-53	125.00	27.78*
77.....	4.4	Award (Ease.)...	11-18-53	125.00	28.41*
79.....	18.5	Easement.....	9-28-53	550.00	29.73*
	<u>163.4</u>			<u>\$5,990.00</u>	<u>\$ 36.66</u>

*Based on restrictions of 300-foot frontage for residential sites.

Summary of Project Costs Based on Frontage Existing at Time of Purchase

Number of Parcels

13	<u>Total cost parcels, 310' or less</u>	= \$ 665.00	
	<u>Total length in feet</u>	<u>2,283</u>	= \$0.291 per front foot
2	<u>Total cost parcels 310-610'</u>	= \$ 350.00	
	<u>Total length</u>	<u>989</u>	= \$0.354 per front foot
5	<u>Total cost parcels 610'-1,010'</u>	= \$ 850.00	
	<u>Total length</u>	<u>3,869</u>	= \$0.219 per front foot
1	<u>Total cost parcels 1,010'-1,320'</u>	= \$ 500.00	
	<u>Total length</u>	<u>1,201</u>	= \$0.416 per front foot
9	<u>Total cost parcels over 1,320'</u>	= \$3,625.00	
	<u>Total length</u>	<u>18,358</u>	= \$0.197 per front foot
30	<u>Total cost, all types</u>	= \$5,990.00	
	<u>Total length in feet</u>	<u>26,700</u>	= \$0.224 per front foot
30	<u>Total cost</u>	= \$5,990.00	
	<u>Total acres</u>	<u>163.4</u>	= \$36.66 Average cost per acre of scenic easements for project.

Condemnations necessary for 2/30 or 7% of the parcels.

Note: Costs would have been lower had the restrictions for minimum frontage for building sites been reduced to 200 feet instead of 300 feet.

PROJECT F 028-1(37) PIERCE COUNTY

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
60.....	21.44	Easement.....	6- 7-54	\$ 205.00	\$ 9.56
61.....	1.77	do.....	10- 4-54	10.00	5.65
62.....	18.50	do.....	6- 7-54	170.00	9.19
63.....	0.12	Award (Ease.)...	11-17-54	10.00	83.33
64.....	1.42	Easement.....	8-17-54	65.00	45.77
65.....	8.84	Award (Ease.)...	11-17-54	95.00	10.75
66.....	15.20	Easement.....	6- 8-54	150.00	9.87
67.....	17.80	Award (Ease.)...	8- 6-54	175.00	9.83
68.....	17.80	Easement.....	6-10-54	175.00	9.83
69.....	8.60	Award (Ease.)...	8- 6-54	85.00	9.88
70*	4.83	Easement.....	7-13-54	600.00	124.23
71.....	12.90	do.....	6- 8-54	130.00	10.08
72.....	12.90	do.....	6- 8-54	130.00	10.08
73.....	16.70	do.....	6- 8-54	170.00	10.18
74.....	21.00	do.....	7-16-54	215.00	10.24
75.....	0.25	do.....	8-20-54	10.00	40.00
76.....	19.50	do.....	6-10-54	230.00	11.79
77.....	19.30	do.....	7- 7-54	200.00	10.36
78.....	18.80	Award (Ease.)...	8- 6-54	150.00	8.00
79.....	3.80	do.....	8- 6-54	10.00	2.63
80.....	5.00	do.....	8- 6-54	30.00	6.00
81.....	17.40	Easement.....	7- 9-54	75.00	4.31
82.....	0.56	do.....	7-10-54	15.00	26.79
83.....	9.40	do.....	7-18-54	40.00	4.25
84.....	0.65	do.....	6-10-54	25.00	38.46
85.....	12.50	Award (Ease.)...	8-10-54	50.00	4.00
86.....	13.80	Easement.....	7-13-54	40.00	2.90
87.....	0.30	Award (Ease.)...	8- 6-54	5.00	16.67
88.....	12.80	Easement.....	6- 8-54	55.00	4.29
89.....	9.60	Award (Ease.)...	8- 6-54	65.00	6.77
90.....	15.30	Easement.....	6- 4-54	75.00	4.90
91.....	7.90	do.....	6- 8-54	50.00	6.33
92.....	5.30	Award (Ease.)...	8- 6-54	35.00	6.60
93.....	34.50	do.....	8- 6-54	200.00	5.80
94.....	8.10	Easement.....	6-28-54	75.00	9.26
95.....	2.40	Award (Ease.)...	11-29-54	25.00	10.41
96.....	19.30	Easement.....	6- 4-54	100.00	5.18
97.....	15.20	do.....	6- 9-54	75.00	4.93
98.....	0.13	Award (Ease.)...	8- 6-54	5.00	38.46
99.....	7.10	Easement.....	6-10-54	35.00	4.93
100.....	14.90	do.....	6-11-54	65.00	4.36
101.....	6.70	do.....	7-15-54	30.00	4.48
102.....	19.80	do.....	6- 9-54	100.00	5.05
103.....	5.32	do.....	6-14-54	50.00	9.40
104.....	4.86	Award (Ease.)...	8- 6-54	50.00	10.29
105.....	4.25	do.....	11-17-54	50.00	11.76
106**	1.11	Easement.....	7- 1-54	590.00	531.53
107.....	1.35	Award (Ease.)...	8- 2-54	200.00	148.15
108.....	14.96	Easement.....	6-18-54	50.00	3.34
109.....	1.97	do.....	6-18-54	150.00	76.14
110.....	7.09	do.....	6-22-54	75.00	10.58
111.....	21.25	do.....	6-22-54	160.00	7.53
112.....	6.13	Award (Ease.)...	12-28-54	25.00	4.08
113.....	1.27	do.....	8- 6-54	10.00	7.87
114.....	9.81	Easement.....	6-24-54	35.00	3.57
115.....	0.80	do.....	2-17-54	10.00	12.50
119.....	5.40	Award (Ease.)...	10-23-54	40.00	7.41
	565.68			\$5,750.00	\$ 10.16

*A tavern was located on this property and it was allowed to remain as a non-conforming use.

**4 tourist cabins were on this property and they were allowed to remain as a non-conforming use.

Total Cost (Less Parcel 70 and 106) = $\frac{\$4,560.00}{559.74} = \8.15 = Average cost per acre

Total Cost = $\frac{\$5,750.00}{565.68} = \10.16 = Average cost per acre for all easements.

Condemnations necessary for 20/57 or 35% of the parcels.

PROJECT T 028-1(10) PIERCE COUNTY

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
14.....	3.49	Easement.....	4-13-55	\$ 20.00	\$573.00
15.....	13.51	Award (Ease.)...	3-16-56	100.00	7.40
16.....	5.21	Easement.....	4- 7-55	15.00	2.88
17.....	6.57	...do.....	4- 8-55	75.00	11.42
18.....	12.83	...do.....	4- 8-55	50.00	3.89
19.....	4.09	...do.....	4- 7-55	25.00	6.11
20.....	11.16	...do.....	4- 7-55	30.00	2.69
	<u>56.86</u>			<u>\$315.00</u>	<u>\$ 5.54</u>

Total Cost = $\frac{\$315.00}{56.86} = \5.54 Average cost per acre for all easements.

Condemnations required for 1/7 or 14% of the parcels.

PROJECT T 028-1(11) PEPIN COUNTY

Parcel	Acres Acquired	How Acquired	Date	Consideration	Cost Per Acre
3.....	6.17	Easement.....	4-18-55	\$25.00	\$4.05
5.....	9.15	Easement.....	4-18-55	50.00	5.46
	<u>15.32</u>			<u>\$75.00</u>	<u>\$4.90</u>

Total Cost = $\frac{\$75.00}{15.32} = \4.90 Average cost per acre for all easements.

SUMMARY

Project	No. of Acres	Cost	No. of Parcels Condemned	No. of Parcels	Miles
F 028-1(37).....	565.68	\$ 5,750.00	20	57	11.16
T 028-1(10).....	56.86	315.00	1	7	2.74
T 028-1(11).....	15.32	75.00	0	2	0.78
T 0864(2).....	141.96	.....	0	1	2.30
T 028-1(26).....	48.50	395.00	1	8	1.12
S 0119(3).....	125.06	1,853.88	6	12	2.74
S 0119(4).....	149.06	4,672.59	6	15	3.13
T 057-1(3).....	163.40	5,990.00	2	30	7.00
S 0980(1).....	5.98	100.00	1	1	2.42
Totals.....	<u>1,271.82</u>	<u>\$19,151.47</u>	<u>37</u>	<u>133</u>	<u>33.39*</u>

*Includes portions of projects within urban sections where scenic easements were not acquired.

Average cost per parcel $\frac{19,151.47}{133} = \144.00

Average cost per acre $\frac{19,151.47}{1,271.82} = \$ 15.06$

Average cost per mile $\frac{19,151.47}{33.39} = \573.57

Per cent of Parcels condemned - $37/133 = 28\%$

CONCLUSION

From the above tabulation, we find that Wisconsin has acquired scenic easements on 142 acres by donation and has paid from \$2.63 to \$573.00 per acre for the remaining 1,129 acres acquired to date. This is an average of \$15.06 per acre. The higher unit costs were necessary in cases where existing properties were damaged by nonconforming uses or by a 300-foot restricted lot frontage.

Whether or not the prices paid were reasonable is difficult to determine from this review. We do know, however, that 28 per cent of the parcels were condemned and this is approximately twice the percentage found on normal right-of-way acquisitions. This might indicate we are paying too little.

On the other hand, there has not been one appeal by an owner to the County Judge from any award. This fact might indicate the owner is satisfied with the amount offered, and we are paying a reasonable and just compensation for the rights acquired.

The Great River Road projects have cost \$573.57 per mile for scenic easements or an average of \$144.00 per parcel for these additional interests in land, all of which tends to show that the acquisition of scenic easements is not expensive. Moreover, with proper and diligent policing for infractions, we will be proud of our portion of the Great River Road.

It had been proposed originally that the Great River Road would be encompassed by a right-of-way 100 acres per mile, or a strip 825 feet in width. This was first objected to by the many sportsmen using the river and adjoining lands for hunting and fishing. As a result, it was proposed that hunting and fishing would not be restricted by the United States or its agencies. It was, however, proposed in Wisconsin that the right-of-way would be 200 feet wide with adjacent scenic easements obtained over a strip 250 feet on each side of the right-of-way, a total of 700 feet, over which the Highway Commission would exercise such controls as necessary to keep out the undesirable developments that degrade most highways and that are incompatible with the parkway concepts.

These scenic easement strips have varied in width since the first planning, so that generally they are confined to a width of 350 feet on both sides of the highway centerline, rather than 250 feet from the right-of-way line.

It was and is the commission policy to acquire such easements within a minimum distance of 350 feet on each side of the highway centerline through rural areas only, and not within the limits of an incorporated village or city.

It was determined that in the purchase of a scenic easement it would not be mandatory to purchase the same rights in all cases. As an example, the rights purchased from an owner of property where sand-mining operations are carried on would not be restrictive to continuing such operations. In this particular instance, our easement form would be revised to indicate that the present use was conforming to the regulations on land use and was not a nonconforming use. In rock quarry sites, the easement would not prohibit the use of the land for quarry purposes, as obviously the cost of such an easement would involve the outright purchase of a valuable piece of

property. Also, in areas where the land may have been subdivided for building lots, the scenic easement would not be so restrictive as to prevent building of residences on such lots.

We did not, however, condone the moving of non-conforming activities from their present locations within the new right-of-way to the scenic easement areas. This policy prohibited moving a tavern to the scenic easement area and meant that we had to acquire the building, if it was within the limits of the new right-of-way. But if it was located beyond the new right-of-way, and within the scenic easement area, it would be allowed to continue operation on a nonconforming basis until in such condition that it would require a structural alteration or reconstruction.

The total cost to date is \$36,071.47 for approximately 1,746.25 acres, or an average cost per acre of \$20.66.

The predominant problem arising during negotiations for scenic easement pertained to the "uncertainty" of the actual restrictions imposed. The language on the easement form itself had considerable to do with this uncertainty. The intermingling of permitted uses with statements of exceptions or restrictions was probably the greatest reason for confusion.

It was, however, somewhat surprising to the State's personnel in the Right-of-Way Division that on the first 9 projects it was necessary to condemn only 28 percent of the parcels. Of the 37 awards issued, none was appealed for a greater consideration.

A little better record was made on the last 3 projects, so that an average of only 24 percent of the parcels were condemned for all 12 projects. Of these 56 parcels there were 7 awards appealed. The results of those appeals were as follows:

- 1 award was raised by the County Judge from \$150 to \$900
- 1 award was raised by the County Judge from \$276 to \$476
- 1 award was raised by the Circuit Court from \$135 to \$1,000
- 4 awards by the County Judge were the same as the basic award

Future Plans for Scenic Easements

1. Revise and clarify the standard forms for the conveyance and condemnation of scenic easements.
2. Refrain from any possible standardization or uniformity in appraisals of damages, emphasizing instead a thorough study and review of appraisals for scenic easements as they might affect the market value of the restricted areas after the taking.
3. Acquire additional sections of scenic easements along the Great River Road as follows:

District	Miles	Estimated Cost
1	1.4	\$ 1,000
5	49.2	110,300 ^{1/}
6	30.3	10,200
	80.9	\$121,500

^{1/} Includes scenic easement and other right-of-way costs as well as preliminary engineering expenses.

Appendix E-2: Easement Costs, New York Fishing Rights

Report by Ralph S. Colson, Land Acquisition
Representative, Division of Fish and Game,
New York Conservation Department

An analysis of fishing rights acquisition records at various times since the program was started has provided the following comparison of costs:

Year	Miles	Cost	Average Cost/Mile
1936	152.77	\$ 17,396	\$114
1940	150.53	79,201	525
1950	152.81	112,092	735
1960	21.21	20,865	940

Our relations with the fee simple owners have been generally free of trouble. There have been no court cases to date. There have been occasional misunderstandings over the scheduling of stream improvement work, however. As you will note in the agreement form, the State obtains the right to improve the stream and to protect it from erosion. Some owners have been rather troublesome by claiming it is our responsibility to correct immediately any erosion of the banks. We have nearly eliminated such misunderstandings by carefully explaining the terms at the time of purchase.

PLANS INCORPORATING NEW APPROACHES

Appendix F-1: American River Parkway

In Sacramento County, California, there is now shaping up a particularly good example of a multiple-purpose open space area and one achieved by a variety of complementary devices incorporating private as well as public land.

The American River, as the map indicates, runs through the heart of the county's most urban area. It furnishes miles of widely varied landscape, some of it still untouched since the gold rush days. Yet it is virtually unknown to the majority of the county's new residents for it is relatively inaccessible.

Obviously, development of park sites would help. The county's park planners, however, felt that a much more comprehensive approach was in order. They have conceived a recreation zone extending 23 miles from the heart of Sacramento northeast to the Nimbus Dam. The zone will embrace the land between the river levees and thereby serve to protect the drainage pattern.

It will not be a parkway for cars, but for people. Several sites will be intensively developed for recreation, but the bulk of the land is to be left as much as possible in its natural state. Threaded through the area will be access and hiking trails and paths for fishermen.

Private lands are quite compatible with this zone. On November 20, 1961, it was announced that the North Sacramento Land Company, which has extensive holdings in the area, was prepared to give easements over 282 acres of land—a site in the middle of the most urban part of the parkway area. Since the terms the company offered may be of interest to landowners and lawyers elsewhere, the formal letter embodying the company's stipulations is reproduced in full. Basically, it asks that in return for granting easements for access and recreation use it be assured that it can continue farming, livestock raising, and soil removal without hindrance. It asks for a reverter clause in the event there is substantial interference. From the county's point of view these are fair requirements, and an easement deed is now being drafted. The principal difficulty is not the terms, but the task of obtaining a legal property description for the areas in question.

At a public hearing on the proposal William B. Pond, Park and Recreation Director of Sacramento County, said he thought it was a very good proposal and that it might well stimulate landowners upstream to follow suit. The desire of the land company to continue farming, he and others pointed out, was a definite plus; the sheep grazing (and inside city limits), for example, the pear orchards—all these made the recreation zone more rather than less valuable. The chief citizen group, the Save the American River Association (3101 Cottage Way, Sacramento), supported the idea enthusiastically,

and throughout the legal hearings public support has been almost unanimous.

North Sacramento Land Company

Myrtle A. Johnston
President

November 19, 1961

Reid E. Nunn
Secretary

County of Sacramento
County Administration Building
Sacramento, California

Attention: Mr. W. B. Pond
Director of Parks and Recreation

Gentlemen:

We refer to the series of public hearings being held under the supervision of the County Planning Commission dealing with the proposed Park and Recreation Plan covering the area along the American River from Nimbus Dam to the mouth of the river. We enclose aerial photographic plat prepared under the supervision of our Engineer which shows the areas we own lying Southerly of the levees as they now exist along the North bank of the river and which land will be affected by the proposed Plan.

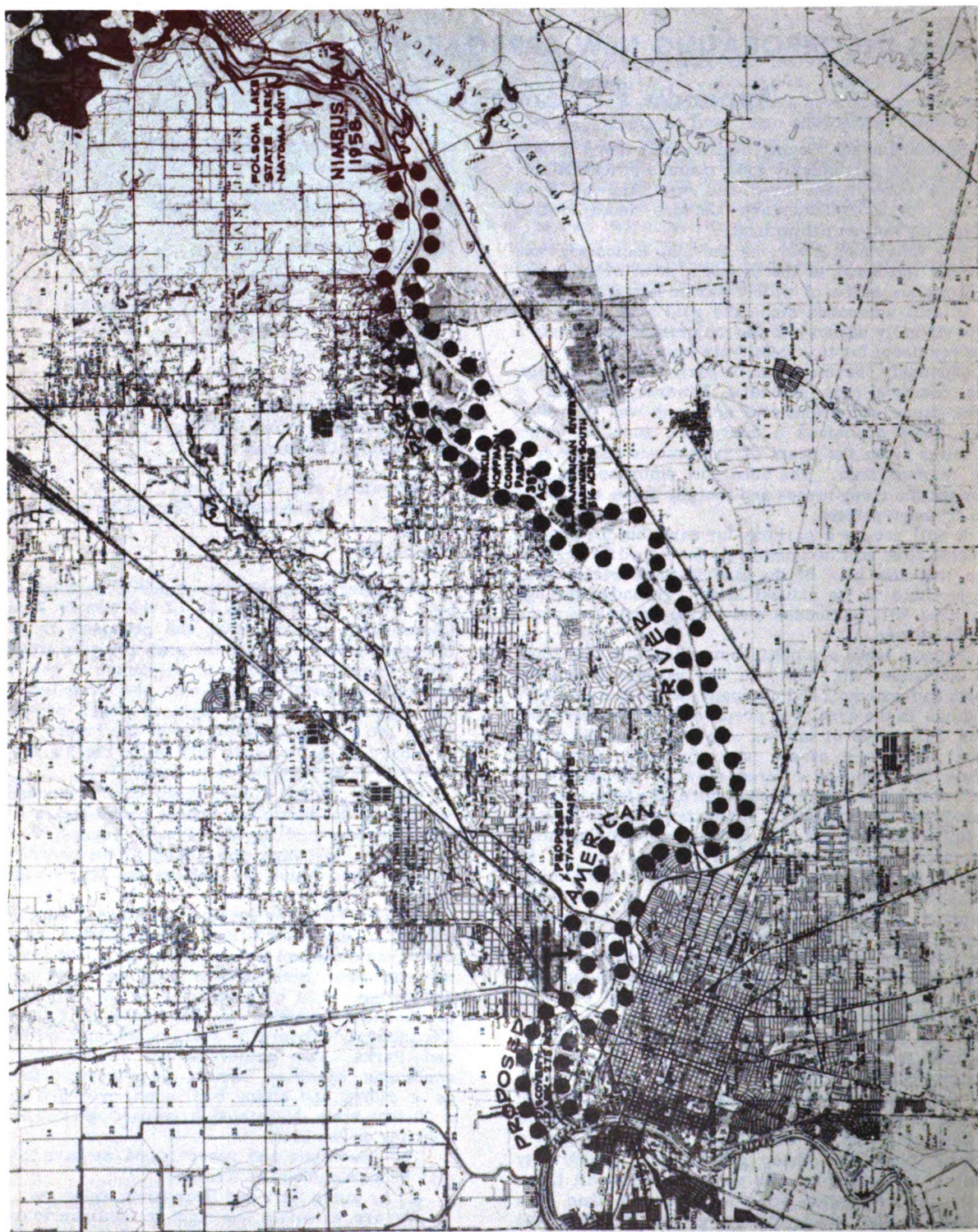
We are pleased to record our desire to cooperate with you to the fullest extent commensurate with our interests and at Mr. Pond's request we here outline the measure and extent of the contribution to the Plan which we believe we will be able to make:

We are willing to consider granting to the County, subject to the reservations and conditions set forth below, an easement for park and recreation purposes upon and over those portions of our property outlined and delineated in lime coloring on the Plat and also to consider granting to the State of California, Department of Natural Resources, Division of Beaches and Parks, also subject to the reservations and conditions specified herein, an easement for use as a riding and hiking trail upon, over and across a 20-foot strip designated in hatched red and orange coloring on the Plat.

The conditions and reservations we have in mind may be summarized as follows:

(a) As to the Park and Recreation Easement

We are to retain the right to continue to devote this area to its present uses, that is to say, to agricultural uses and livestock raising and to the



excavation and removal of soil, sand, gravel and allied materials from all points throughout the area and to any other use that may be lawful; so as to avoid conflicts with our use, no structures are to be installed or maintained in the area, except such as we previously approve in writing both as to design and location and any decision we make in this respect is to be final and binding and not subject to review. Such access roads as we require in our operations may be retained during the period of our user without interference or disturbance;

(b) As to the Riding and Hiking Trail

We are to retain the right to cross and recross the easement at all points necessary to our operations and so as to retain river access to the remaining lands not covered by the proposed easements. If the trail is fenced, gates are to be installed at points designated by us for our exclusive use and control;

(c) As to both easements

Appropriate supervision and policing are to be provided by the agency or agencies charged with the administration of each program to the end that unreasonable or excessive interference with our retained operations will be minimized if not entirely prevented.

The property is not to be zoned to any extent which will prevent continuance of our operations throughout the entire area covered by the easements

whether or not operations have heretofore been commenced or are now being conducted thereon. This condition shall be applicable in respect to the remaining portions of our property lying inside the river levee but not covered by the proposed easements.

The public rights which the grant of the two easements will permit to be exercised are to be subject to termination and we reserve the right to revoke the grant at our election in the event of any substantial interference with or diminution of the privileges which we propose to reserve, either by the adoption of ordinance, regulation or other governmental action of any character or in the event as to any of our lands lying inside the levees and not covered by the easements there shall occur any taking by condemnation or restriction of use by governmental action otherwise of any character.

The agency or agencies in charge of the public use to which the property covered by the two proposed easements is contemplated to be devoted are to save and protect us free and harmless of and from any and all claims for damages for injury to person or property occurring on the property or elsewhere and arising out of or otherwise connected with the use of the property for the purposes intended.

NORTH SACRAMENTO LAND COMPANY

Myrtle A. Johnston, President

Appendix F-2: Monterey Coast Plan

This imaginative plan was sparked by residents of the Big Sur area on the Monterey coast, notably architect Nathaniel Owings (of Skidmore, Owings & Merrill) and conservationist Nicholas Roosevelt. The situation is an unusual one; the coastline is spectacularly beautiful, it is so far thinly settled, and the State's highway department has not been able to improve it with a freeway. The basic idea, however, could have widespread applicability.

Essentially, it is an effort to conserve a scenic area without wholesale public acquisition. It involves a sort of bargain between landowner and the public. By the novel device of open space "credits," a landowner is encouraged to leave open part of his property lying in the most scenic area in exchange for a higher building density in the remainder. Striking such a balance between private rights and the public interest is difficult indeed, and some landowners have protested that the proposed credits would infringe too much on them. Some compromises will undoubtedly be necessary, but the basic idea has been catching hold and has already prompted one developer to junk a conventional subdivision plan in favor of a cluster plan.

A companion effort is the "Scenic Reserve" idea introduced in the legislature by Senator Fred Farr. (See appendix B-14). It passed both houses in 1961 but suffered several crippling amendments and with Farr's approval, was vetoed by Governor Brown. The omens should be better next time around.

Similarly, the specter of a six-lane freeway cutting through the area led the county to support Farr's bill for a legislative study on the Scenic Highway concept. This study has not proposed any specific highways—which is quite all right with the Monterey people—but it is putting into currency the idea that conventional freeway design is not in the public interest in scenic areas.

MONTEREY COAST MASTER PLAN

SECTION I

SHORT FORM REPORT

THE OBJECTIVE

Our objective has been to devise a workable master plan by which the spectacular scenery of the Monterey coastal area can be preserved without imposing unjustifiable restrictions on present or future property owners.

A PROBLEM OF CONSERVATION

Basically the problem is one of conservation, which cannot be solved by the traditional procedure of making the area into a state or national park. The premise of the park concept is that all lands within a designated area shall be acquired by a governmental agency. Such a "solution" applied

today to the Monterey coastal area not only would call for very large amounts of the taxpayers' money but would impose hardships on residents and land-owners by depriving them of the full and proper use of their land.

What is needed, therefore, is a new device for the conservation of scenic resources within a specified area based on the continuation of present uses of private land within the area, with the proviso that when and if changes in the use of privately owned lands are projected, such changes shall be subject to review by the county planning commission.

MONTEREY COAST SCENIC RESERVE

Specifically, it is recommended that Monterey County, which has done so much to further the cause of conservation and to preserve the historical and aesthetic values of the county, shall take the lead in establishing a new type of conservation area to be known as a "scenic reserve", under the general provisions of this master plan and the dynamic leadership of the Monterey County Planning Commission. This area should include the region from Malpas Creek south to the San Luis Obispo county line, and from the ocean to the crest of the Santa Lucia range. Within this area existing range and agricultural uses would be unconditional, but new zoning regulations, as described in this master plan, would not only provide for density control, but also for design control and landscaping, as well as for measures for preventing erosion and unwise road building.

THE FUTURE OF HIGHWAY 1

Highway 1 is a scenic road, and should be recognized as such by the county and state.

Scenic roads should be defined by statute as leisurely travel lanes for vacationists and tourists, rather than arterials dedicated to speed.

The Division of Highways should be empowered and directed to recognize this new category of roads and to preserve the natural beauties of areas through which scenic roads pass. It should be enabled to establish controls over traffic in the interest of recreation, such as reduced speed limits, the exclusion of commercial trucking except for the servicing of local business, mandatory turn-outs for trailers and slow vehicles, and ample off-the-road facilities for the enjoyment of the scenery.

Traffic counts indicate that even at the peak of the tourist season the portion of Highway 1 considered in this master plan is carrying only half its potential between Carmel and Big Sur and a quarter of its potential between Big Sur and San Simeon. Contrary to expectations the opening to the public of the Hearst Castle at San Simeon shows no sign of materially increasing traffic over this road.

Thus there is no need for enlarging Highway 1 or for building an alternate route near the crest of the Santa Lucia mountains.

The present two-lane highway should be kept with only minor changes. No drastic re-alignment of the roadbed, or the replacing of bridges with fills, should be undertaken.

Although Highway 1 is maintained by the Division of Highways at the expense of the state all matters involving the preservation of the scenic open area adjacent to the road should be first approved by the Monterey County Planning Commission, which is the governmental agency in closest touch with the residents in the area.

A RIBBON OF OPEN COUNTRY

Highway 1 is the central artery which connects the major sectors of the scenic area, and from which most persons see the beauties of the country as a whole. Because of the importance of this artery to the people's full enjoyment of the countryside the land adjacent to the road should be kept as free as possible from residential or commercial developments where these would mar the scenic values of the area. Insofar as practicable and equitable new construction should be confined to the area east of the set-back or meander line on the inland side of the road. The avowed purpose is to make certain that those who use the road, and all who live near it, may enjoy the views of the ocean, unobstructed by misplaced houses, fences and planting screens, and may see the mountains unscarred by slides and erosion resulting from reckless bulldozing in the building of private roads and house sites.

HOMESITE DEVELOPMENT

The undeveloped private land now in ranch and range use must allow for development which will not destroy the inherent beautiful character of the area. Much of the land which might be developed is in large holdings and most of the land owners either have no plans to sell off land in small units or are actively opposed to such subdivision.

In most of the planning area, the distance to places where permanent work may be obtained is too great to allow easy daily commuting. It cannot be considered a bedroom community to an urban center.

The present permanent residents are engaged in ranching, the summer tourist trade, or have the means and time to enjoy living in an inspiring scenic environment. Some residences are for weekend and vacation living.

The steep terrain, limited accessibility, problems of water development, the one major road extending 72 miles, and the preservation of scenic values necessitate low densities and wise conservation planning controls to keep these factors in functional balance. In order to make possible controlled development within open space areas, a scenic reserve ordinance should be enacted providing density controls and homesite credits in exchange for committed open space.

CLASSIFICATION OF LAND

The problem of land classification is simplified if the area is thought of in terms of three belts:

a) The shore belt, comprising land between the highway and the ocean;

b) The meander line belt, comprising land between the highway and a set-back or "meander" line of varying depth to the east of the highway;

c) The mountain or range belt, consisting of land between the meander line and the crest of the mountains or the boundary of the National Forest.

a) The Shore Belt

First in order of importance is to keep the belt of land between the highway and the ocean in its present unbuilt condition.

b) The Meander Line Belt

The second objective is to hold new construction to a minimum between the highway and the meander line.

NOTE: In both of these belts a basic density control of ten acres to each homesite would apply.

c) The Mountain or Range Belt

Insofar as practicable new construction should be confined to this area, with the understanding that generous provisions for open spaces are to be made.

NOTE: In this belt a basic density control of twenty acres to a homesite would apply.

DENSITY CONTROL

The checkerboard type of urban density control based on small lots with a frontage on the highway just wide enough to permit the building of a house and a narrow driveway would create chaos in the area encompassed in this plan.

In its stead a new density standard should be applied, in which the primary emphasis is on creating and preserving open spaces. One of the ways in which this could be done would be to encourage the grouping of homesites, even though the lots might be relatively small, and to separate clusters of homesites by substantial areas of open space.

It is important to note that this form of density control does not fix minimum lot sizes, but, rather, establishes a ratio between each projected homesite and the acreage permanently dedicated as scenic open space. For example, a landowner may have a tract of land, much of which is too steep and rough to use for building purposes, but having a small area where desirable homesites might be developed. This area could be divided into relatively small lots grouped near each other, and the rest of his holdings could be dedicated to the required open space. The total number of such building lots, regardless of their size, would be determined by the amount of land dedicated as open space in that particular piece of property.

CREDITS FOR OPEN SPACES

To encourage landowners to refrain from building within the shore belt and the meander line belt a system of credits would be set up under which, for every ten acres of land within these belts which the landowner would dedicate as permanent open space he would be entitled to build extra homesites on the mountain side of the meander line, over and above his zoned allotment of one homesite for each twenty acres.

His credits entitling him to build extra homesites in the mountain belt would be as follows:

From Malpas Creek to a point approximately 2 miles to the south along the highway:

For each ten acres of land dedicated as open space
In the shore belt: 10 credits entitling him to build 10 houses in the mountain belt;

In the meander line belt: 6 credits, entitling him to build 6 houses in the mountain belt.

From this point south to Bixby Creek:

For each ten acres of land dedicated as open space

In the shore belt: credits to build 6 houses in the mountain belt;

In the meander line belt: credits to build 4 houses in the mountain belt.

From Bixby Creek to the county line:

For each ten acres of land dedicated as open space

In the shore belt: credits to build 4 houses in the mountain belt;

In the meander line belt: credits to build 2 houses in the mountain belt.

Thus a landowner in the third area dedicating ten acres in each of the two belts adjacent to the road, and holding forty acres in the mountain belt (or a total of 60 acres in all) would be entitled to build eight homesites on his forty acres in the mountain belt, instead of a total of four houses which he could build under the proposed density control of one homesite for each ten acres in the shore belt and the meander line belt, and one homesite for each twenty acres in the mountain belt.

TAX READJUSTMENTS

It is essential to the success of this new standard of density control that land permanently dedicated to open space and thus withdrawn from potential subdivision be entitled to assessment and taxation at rates applied to current use (i.e., as range lands) rather than assessment and taxation under the "potential use" theory.

COMMERCIAL EXPANSION

Due to the fact that almost all commercial enterprises in the area depend on the tourist trade, and that the tourist season is short, the opportunities and the need for new commercial developments in the area are relatively restricted. It follows, therefore, that, at least in the near future, new competitive commercial developments should be discouraged and that, instead, emphasis should be placed on the extension of existing commercial facilities. When and if conditions demand new services which existing concerns are unable to provide, the location of new commercial developments should be encouraged near existing facilities.

COMMERCIAL ZONING

It is recommended that commercial zoning should have new standards to conform with the character of the scenic coast.

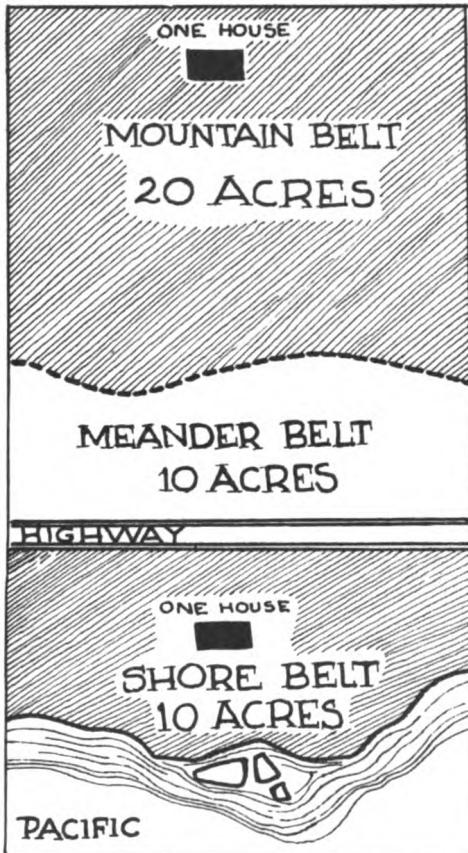


FIG. 1

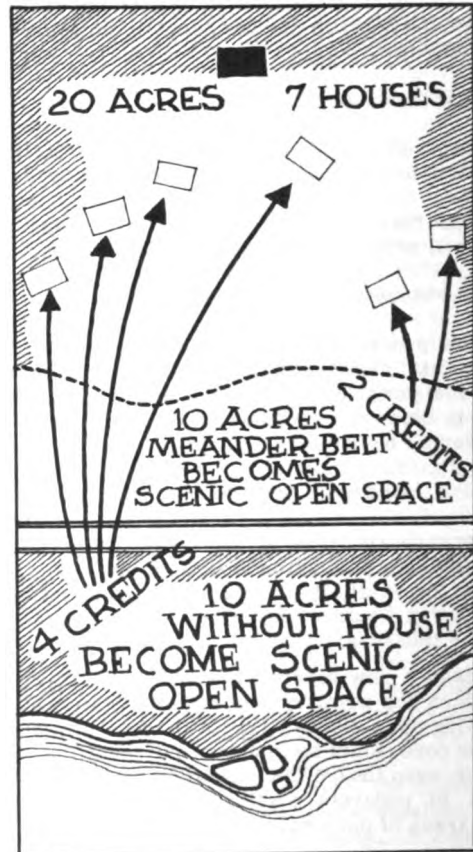


FIG. 2

1. Existing commercial establishments would be honored as of the date of approval of the Master Plan.

2. New motel or trailer parks may be aggregated on the basis of 1 unit per acre and ancillary or service building space on the basis of 500 square feet per acre of open space provided by non-development deed.

3. Commercial space may be aggregated on the basis of 500 square feet of floor space per acre of open space provided by non-development deed.

EXPANSION OF RECREATIONAL FACILITIES

Recreational facilities naturally fall into three categories:

- a) Facilities developed or to be developed by the State Division of Highways;
- b) Facilities under the control of the State Division of Beaches and Parks;

c) Facilities under the direction of the United States Forest Service.

a) Roadside Facilities

The stretch of highway between Carmel and San Simeon offers many attractions to sightseers and vacationists. While the Division of Highways has done a commendable job, to date relatively few view-points, picnic grounds and other turn-outs have been developed. It is recommended that these be provided wherever practicable. All such developments should be subject to the consent of the Monterey County Planning Commission

b) State Park Facilities

Rather than open up numerous small new state parks in the area, as has been contemplated in recent

years, it would be better to begin by enlarging the facilities and area of Pfeiffer Big Sur State Park. By adding to the park the beaches near the present park site which are owned in part by the United States Forest Service and in part by private individuals, together with other lands near the present park site, Pfeiffer Big Sur State Park would become one of the most valuable recreational assets in the state. Ultimately it would be well to consider adding the beach at Garrapata Canyon to the state park system.

c) Forest Service Facilities

The United States Forest Service controls almost all the land on both sides of Highway 1 from a point about two and a half miles south of Lucia to the county line, and is drawing up plans of its own for recreational facilities and road and trail building on these lands. The Forest Service also controls extensive areas east of the crest of the Santa Lucia range from Big Sur northwards. The Limekiln Creek area should be included in the National Forest Reserve. It would be in the interest alike of the Forest Service, the State of California and the County of Monterey if the recreational plans of governmental agencies at all levels could be coordinated within the area covered by this master plan.

PROTECTION AGAINST FIRE

As fire could ruin the area, and as the United States Forest Service is responsible for fire protection from Big Sur south to the county line, and the State Division of Forestry is responsible for fire control from Big Sur north to the Carmel Valley, it would be well if the county were to coordinate its own fire protection projects with the plans of these two governmental agencies.

CONTROL OF ROADSIDE ADVERTISING

Monterey County's long-established policy of restricting and controlling roadside advertising along Highway 1 should be continued as an essential factor in preserving unspoiled the character of the country.

CONTROL BY COUNTY OFFICIALS

All projects for construction of any kind within the area, should be subject to the approval of the Monterey County Planning Commission. Access roads should be approved by the county highway engineers. Furthermore, road width standards established for subdivision tracts in more level areas are difficult, and sometimes impossible, to apply in terrain as steep and rugged as much of the Monterey Coast Scenic Reserve. In many places road widths should be held to an absolute minimum, with passing made possible only at intervals. Each road should be planned and approved for design on its own merits, with special regard to the terrain through which it passes. Access roads, when unwisely constructed, can cause serious erosion and can deface the landscape.

IMPLEMENTATION OF THE MASTER PLAN

Implementation of the master plan implies not only the enactment of the necessary county ordinances

and of state enabling legislation, but also provisions for making it possible for the county planning commission to supervise the enforcement of the ordinances as they affect the preservation of the proposed scenic reserve.

The counties in California have little or no influence over the rerouting of existing state highways or the location of new highways. Responsibility for the laying out and construction of state highways is vested in the State Division of Highways, whose duty is to anticipate and expedite traffic. The highway engineers are not charged with preserving scenic resources adjacent to existing or proposed highways.

In accord with State Senate Resolution Number 26 studies are now underway to recommend enabling legislation for scenic highways befitting California's scenic areas.

Inasmuch as the future of the Monterey coastal area will be largely determined by the future of Highway 1, the long-range success of the Master Plan will depend on the extent to which the state's highway policy can be modified so as to empower the Division of Highways to make the preservation of scenic resources a major objective in the laying out, realigning or widening of scenic highways. Furthermore, in such areas in which a county has special interests, as Monterey County has in the coastal area, the Division of Highways should be directed by law to obtain the approval of the County Planning Commission for any proposed changes along the highway which its engineers might deem advisable. In other words, part of the creation of a new category of highways to be known as "Scenic Roads", would be a new emphasis on the importance of the conservation of the scenic resources adjacent to the road.

If it were to be provided by law that in re-aligning or widening scenic highways the Division of Highways should make the preservation of scenic resources a major objective, its engineers would, of course, comply. The planners are of the opinion that if the Division of Highways were to take the lead in preserving scenic resources it would win the acclaim of the motoring public of the country and the envy of the highway departments of other states.

RECOMMENDATIONS

Upon approval of the Master Plan, it is recommended that the County take the following action:

1. Designate the Planning Area a Scenic Reserve.
2. Adopt a Scenic Reserve Ordinance.
3. Designate Highway 1 a "Scenic Road" and request the State Legislature to legally adopt and approve it as such.
4. Establish the zoning ordinances for the Planning Area.
5. Coordinate the County recreational and other development programs with that of State and Federal agencies.
6. Administer the Scenic Reserve as a special area of conservation practice.

Monterey County Planning Commission
Skidmore, Owings & Merrill, Planning Consultants

Assisted by:

Lawrence Halprin, Landscape Architect
Hall and Goodhue, Architects & Planners

Appendix F-3: Open Space Plan and Cluster Development, Mequon, Wisconsin

This cluster development, Ville du Parc, is an interesting plan in its own right; it is even more significant, however, as an illustration of the interplay between good town planning and good commercial development.

The cluster plan was a byproduct of the town's comprehensive planning. Mequon, a pleasant town on the edge of Milwaukee's suburbia, had retained planner William Nelson to prepare a general plan for the community, a plan which would conserve as much as possible the natural landscape of the area.

The plan, approved in 1960, uses a combination of zoning, acquisition in fee, and acquisition of easements. The flood plains and wetlands are zoned against development to serve four purposes: (1) preservation of natural belts of open space in the areas where urban growth threatens to blanket the countryside with an unbroken mass of subdivision lots; (2) conservation of natural wildlife and wetland resources; (3) protection of natural drainage courses; and (4) prevention of land misuse by development in areas unsuited for it.

Many desirable open space areas, of course, are not vital enough to the drainage pattern that they can be zoned against development and no compensation given the owner. For such areas the plan recommends a coordinated program of public parks and private open space, through acquisition in fee and acquisition of easements. On the accompanying map (figure 1) easement areas are indicated by vertical hatch marks; wetland zones, by light shading.

This would give the basic open space pattern. To complement it Nelson urged a revision of subdivision practice so that there would be a better development pattern in the future. In the brochure for the general plan he gave an exposition of the cluster concept and sketched a hypothetical cluster development. The town liked the idea and with the adoption of the general plan the subdivision ordinances were revised to encourage such development.

A developer liked the idea too. For a tract he would otherwise have developed in conventional fashion he asked Nelson to draw up a cluster plan. The result is Ville du Parc.

Here are Mr. Nelson's comments on the plan:

"While the Cluster offers a variety of design potentials you'll note that in the Ville du Parc plan the "court" has been used as the key element. The homes group around them to form a tile-like mosaic pattern, with each court an intimate yet colorful and exciting focus for a housing group.

"The lots are generously sized at 10,000 to 15,000 square feet, yet not so large as to be a maintenance problem. No lot fronts on a through street and though all do not actually abut open space, none are more than a short walking distance from the surrounding permanent green belt. The courts themselves are oriented to the pedestrian, and the automobile, though tolerated, has been relegated to its proper place as a servant rather than a master

"The economic analysis of the original plan showed tremendous savings over the traditional pattern of development and with the total basic cost of development running only about two-thirds that of the conventional it made economically practical the investment of these savings in the colorful court treatment and in the development of recreational facilities and landscaping of the open space. Though we conservatively estimated a lot sale price of only one-third more than an ordinary lot in a traditional development, the net return estimated on the total project was four times that estimated for the traditional development of the site.

"The plan has been approved by the City, but the developers decided to expand the original 300 acres to over 470 in order to include a complete 18 hole golf course. As a result, the country club feature has taken a new emphasis and will be developed initially with the residential development to follow.

"I want to stress, however, a fundamental point—the integrity of the 'Cluster' concept has been preserved and the homes are not stretched out along and between the fairways as they are in most so-called "golf course subdivisions." While the country club is undeniably an exciting attraction, I am convinced that time will prove that the attraction of the cluster itself, as a new and more satisfying environmental concept, will transcend the more immediately obvious appeal of the golf course and club facilities.

"The country club does offer a reliable instrument and assurance of open space maintenance, but this is handled in any case by the regulations of ordinance under which the project is permitted, which requires that maintenance be assured. The ordinance also requires that an open space easement must be conveyed to the City for any open space not actually dedicated.

"Across the country the dedication of land or cash payment in lieu of land is being hotly opposed by developers, and unfortunately, in my opinion, being ruled invalid in many areas. I think this is due in part to badly drafted ordinances and in part to the completely archaic state of most enabling planning legislation. The fate of many Cluster plans throughout the country reinforces my belief in the critical importance of appropriate and adequate enabling legislation as a prerequisite to successful implementation.

"I am extremely enthusiastic about the Cluster because I feel it offers the greatest potential for achieving a more logical and more satisfying pattern of environment as the metropolis continues to explode. As a planner, it enables me to preserve the low density which I know the exurban economy demands, while still allowing me to create a functionally logical grouping with the

design potential inherent in such grouping and made possible by the freedom from the stultifying straitjacket of traditional zoning requirements.

"I look upon the cluster not as a way to make urban development more countrified, but rather as a way to preserve some of the fundamental advantage and colorful vigor of true urbanism in the development created by the engulfing flood

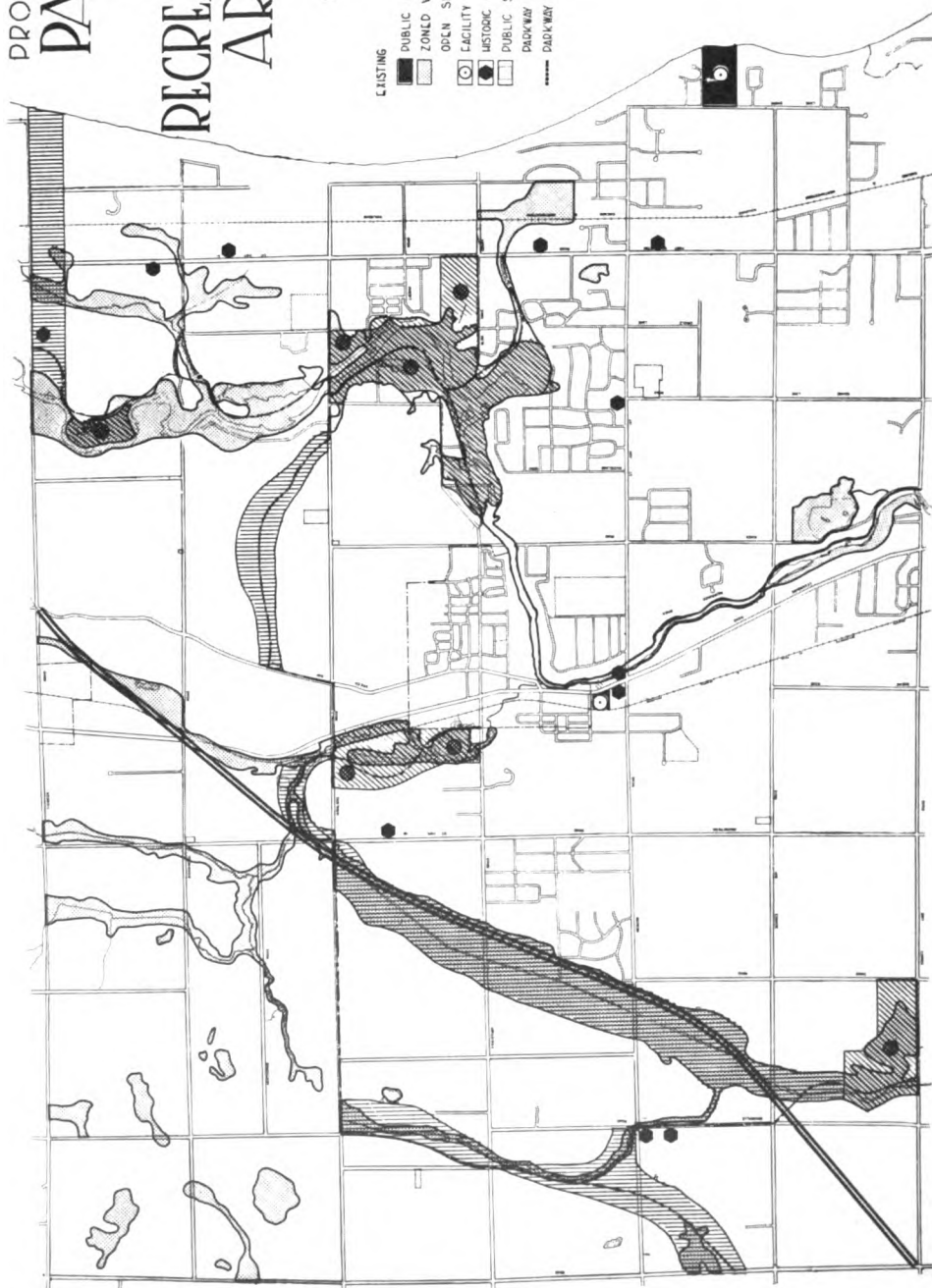
of metropolitan sprawl, and at the same time to save some of the rural open space from complete annihilation. Borrowing from the lessons of our European forebearers I see the cluster re-creating a contemporary version of the European village—charming and efficient in its compact grouping and surrounded by the pastoral loveliness of almost buildingless countryside."

PROPOSED PARK

& RECREATIONAL AREAS

Legend

- | | |
|---------------------------|--------------------|
| EXISTING | PROPOSED |
| PUBLIC PARK | ZONED WETLAND |
| OPEN SPACE EASEMENT | FACILITY AREA |
| HISTORIC INTEREST FEATURE | PUBLIC SCHOOL SITE |
| PARKWAY THROUGHWAY | PARKWAY DRIVE |



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CITY OF BIRMINGHAM
Planning Commission
JANUARY 1964

Hickory Hill & Overlook
planning commission
Birmingham, Alabama

planning for mequon

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general
plan
studies

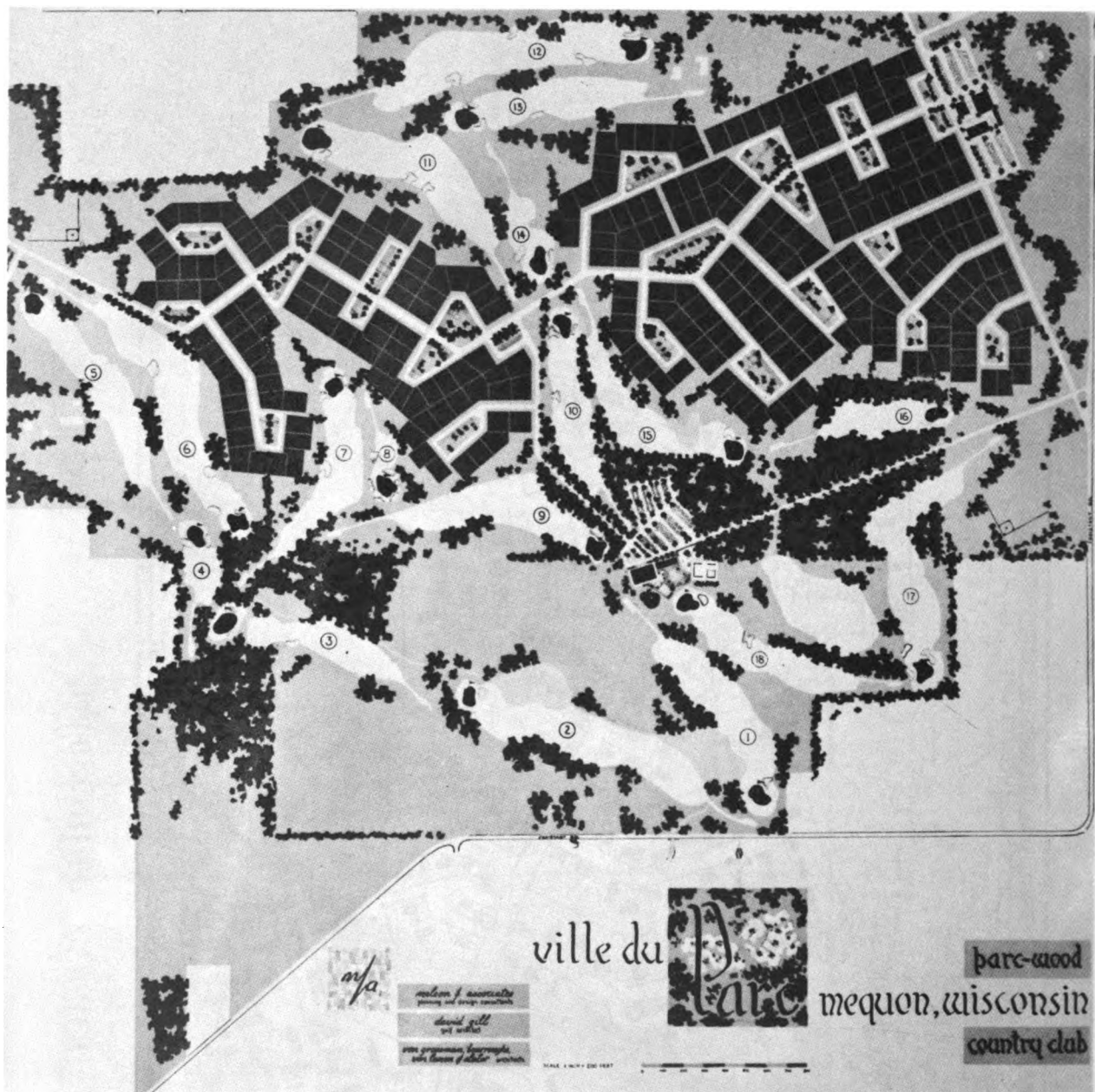
The "cluster" by confining the numbers of lots to the zoned density satisfies the basic requirement of the community.

By concentrating the allowable density on smaller lots the developer can offer a lot scaled to most home owner desire with substantial economies in streets and utilities—savings which can be used to better advantage to add amenities rarely found in typical subdivision development. The open space preserved as a green belt around the cluster not only gives a permanent park-like setting but offers space for recreational facilities, and breaks the monotony of acre after acre of subdivision development.

The cluster literally recreates the charm of a European village set like a jewel in the protective ring of open countryside. Properly and imaginatively designed the "cluster" opens up a whole new realm of community design with an exciting potential for better and more satisfying living.

illustrative cluster plan





Appendix F-4: "High Meadows" Cluster Plan, Carmel, California

This plan was drawn up by the same firm, Hall and Goodhue, of Monterey, that has been preparing the general plan for the Monterey Peninsula. As in the Mequon case, the planners' advocacy of a better land use pattern had a considerable impact on the thinking of the developers, and of the public.

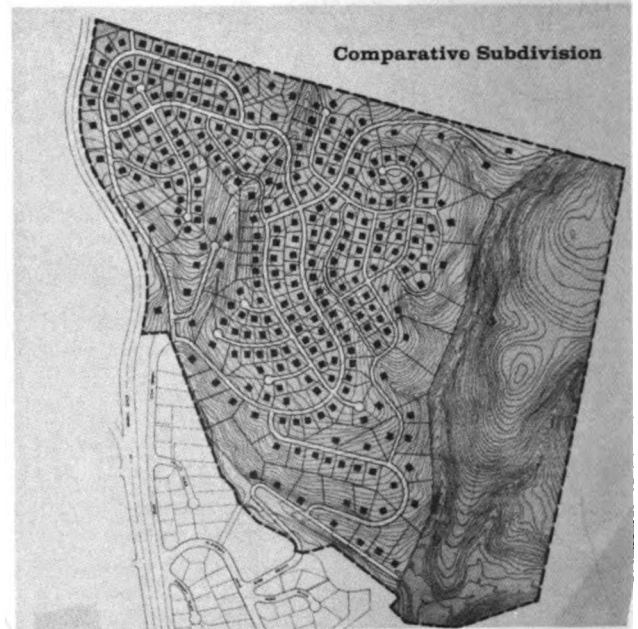
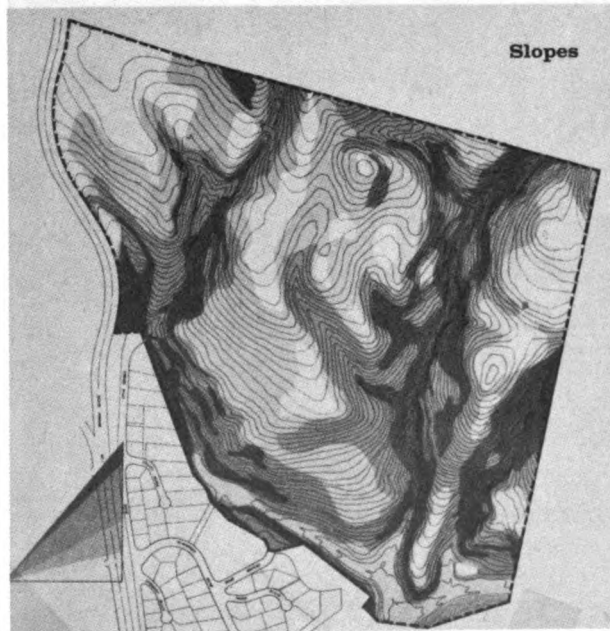
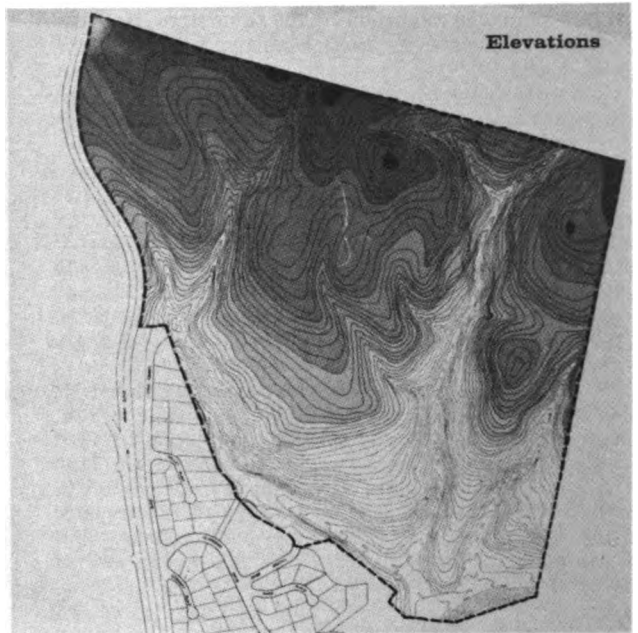
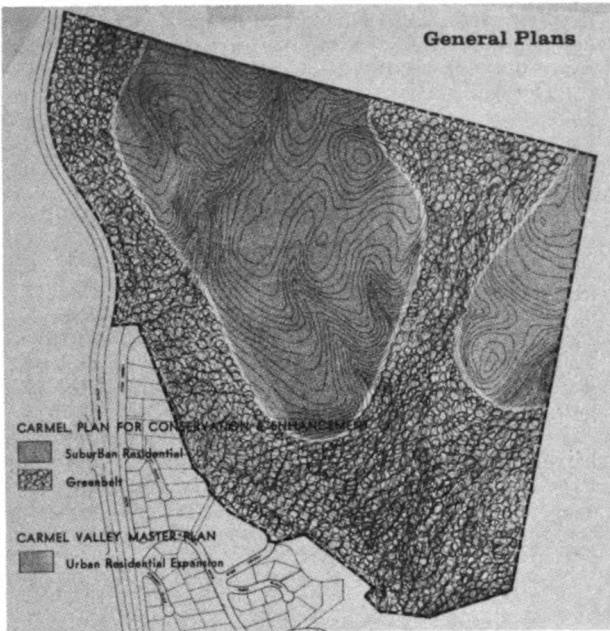
The High Meadows tract adjoins a developed area but is virgin land with forests of Monterey pine and oak dotted meadows. Set high on the slope of a large ridge it dominates the landscape, and a citizens' group, fearful of its desecration, had been vigorously opposing the owners on various zoning and development issues. When the owners decided to try the cluster approach, however, there was a surprisingly enthusiastic public response. Had the owners stuck to a conventional subdivision pattern (see figure 1) the bulk of the open space would have been covered. Under the cluster plan (figure 2) the housing is tailored to the natural features, and the bulk of the land left open. Part of this open space will be left in its natural state, and due to a happy characteristic of the Monterey pine, virtually no maintenance will be necessary. (The pine produces a heavy bed of

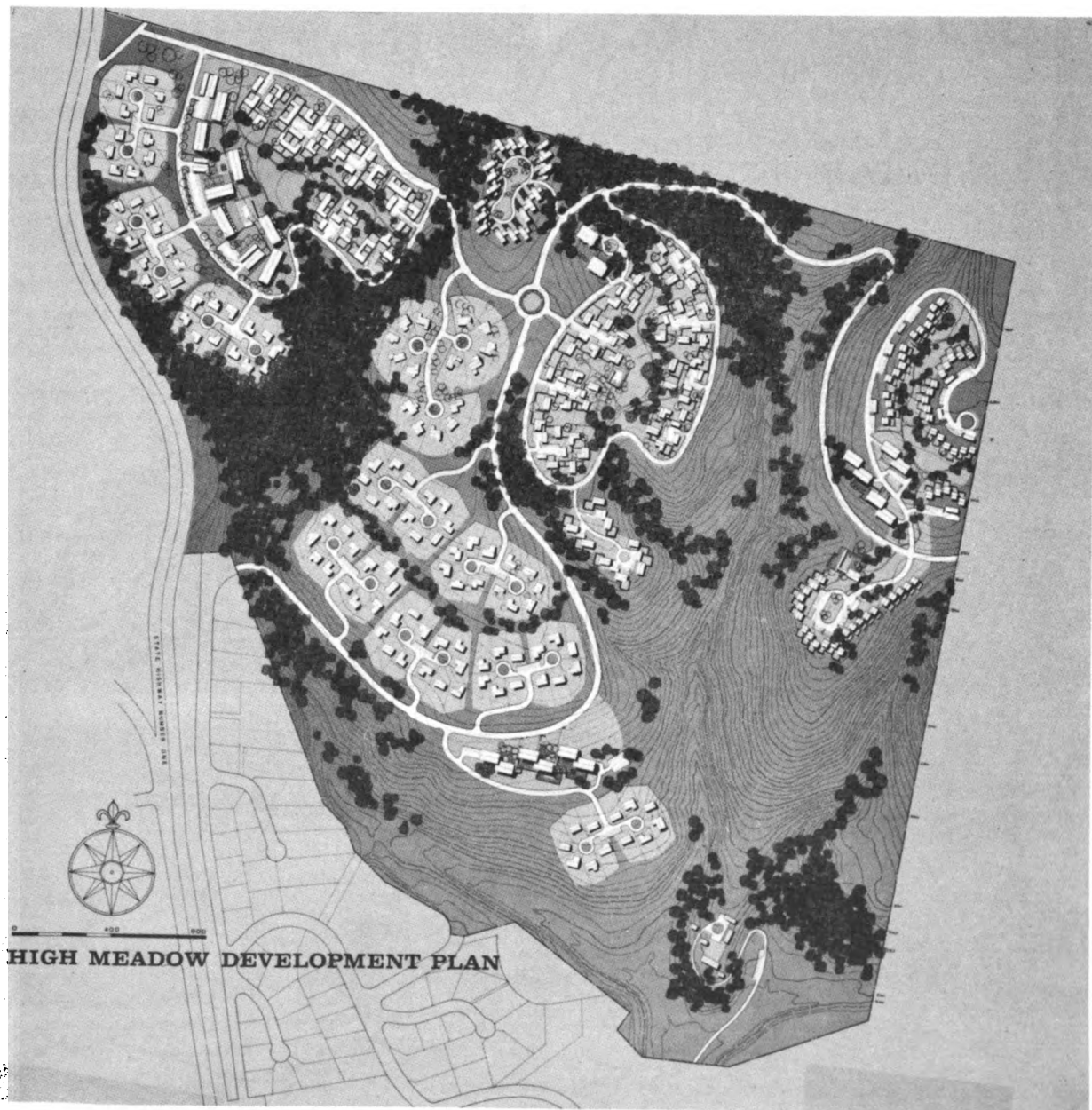
needles and thus keeps the ground very free of undergrowth.) These natural areas will be owned in common by all owners of any parcel in the tract.

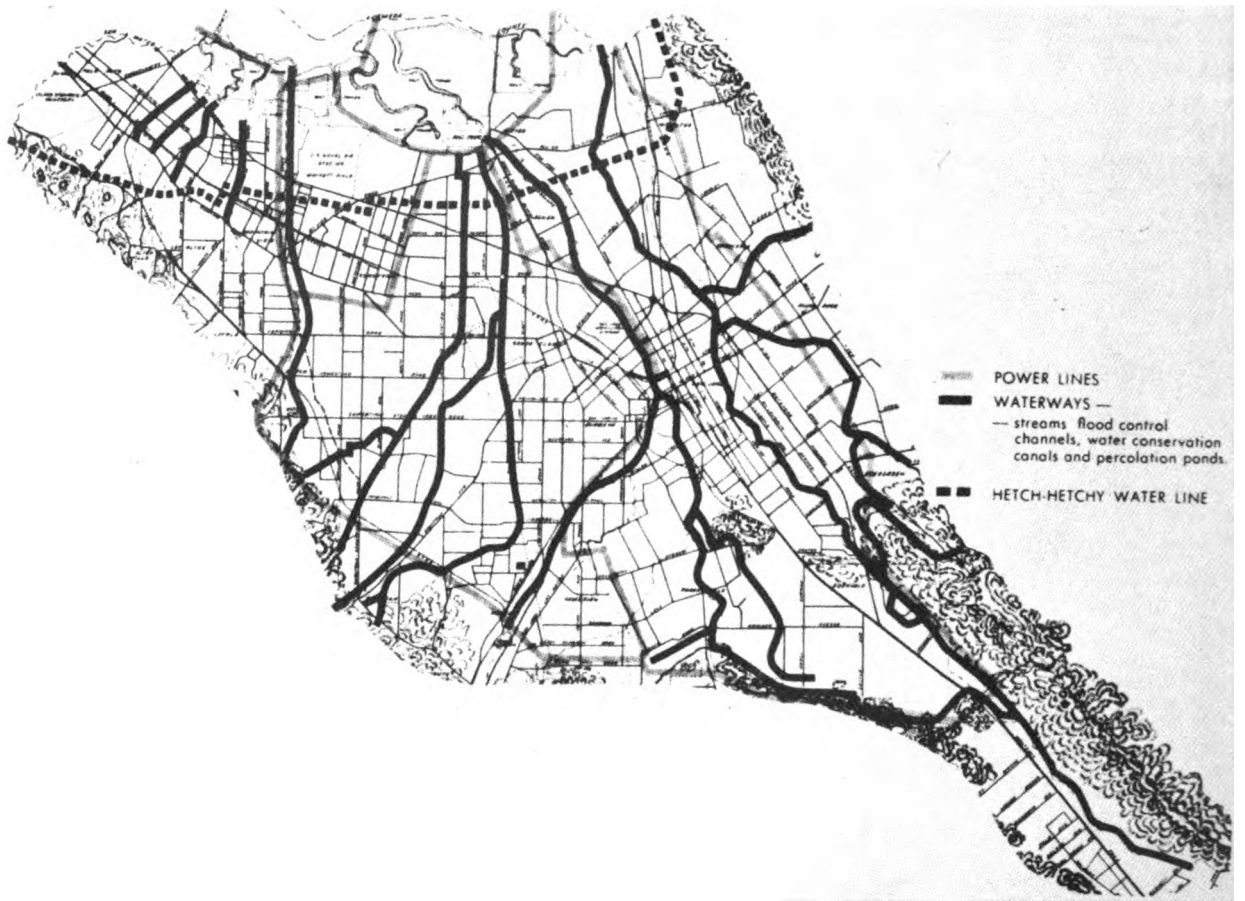
The other kind of open space (figure 3) is related closely to the housing groups and will be landscaped and maintained as lawns. These areas will be owned in common by the owners in the particular housing group.

For maintaining both kinds of open space there will be a single managing organization which will allocate the costs according to a formula based on the proper distribution of benefits.

To guarantee the integrity of the open space for the larger community, easements will be deeded to the county. The development rights to all open space, both natural and landscaped, beyond the 416 units in the present plan, will be dedicated to the county, with the fee simple remaining in private hands. This will be assurance that no increase in density will be sought later, and that the designated area will be open in perpetuity. It will also simplify the problem of tax distribution in the undeveloped portions.







Appendix F-5: Greenways Plan, Santa Clara County, California

The indefatigable Karl Belser and his associates in the Santa Clara County Planning Department always seem to be coming up with ideas of national significance. One reason is the horrendous sprawl they have to grapple with: Santa Clara County is perhaps the most vivid example of how quickly an agricultural area can be chopped up by scattered subdivisions.

But other areas are the better for this collision. Agricultural zoning, for example, was pioneered here and though neither Belser nor the farmers are under any illusions that it is the solution, the lessons they have learned are of great value for any community faced with urbanization.

The big problem in Santa Clara County, as elsewhere, is not the fact of urban development, but the lack of a cohesive pattern. Agricultural zoning was one attempt to halt the land wasting practice of splattering subdivisions without any relationship to each other. Quite aside from the benefits to the farmers, the zones have to a degree helped channel development into a more cohesive pattern.

Even with such efforts, however, the subdivisions in such an area will resemble something of a checkerboard, and though there will be in total a considerable amount of open space, it tends to be in bits and pieces, unconnected, and in many cases, just so much wasteland. Problem: how to tie these spaces together? In what is usually regarded as a liability, Belser and his planners have seen an excellent opportunity. Crisscrossing the area (figure 1) is a network of utility rights-of-way for high tension lines and for waterways. In aggregate, these strips (60 to 100 feet wide) total about 1,000 acres, but

as elsewhere, they serve their single purpose and no other; more often than not they are strewn with weeds and junk.

At relatively low cost, however, they can be converted into parklike walkways, and serve as a connecting network for schools and parks. In figure 2 is a plan of how the rights-of-way in one school district could be made into an 8-mile network of greenways. "Nodules" of open space would adjoin these walkways at the 18 school sites and could be enlarged with neighborhood parks.

The Greenways proposal has been presented to many individuals and groups as a project than can be undertaken in small segments by groups of neighbors, neighborhood improvement associations, service clubs, parent-teacher associations, Boy Scout and Girl Scout troops, and other grassroots organizations.

Agencies which would be involved in the program have been cooperative and enthusiastic. The board of the Pacific Gas and Electric Company has agreed to make their easements available for park and recreation use and to continue the public liability insurance on their installations. The Santa Clara Valley Water Conservation District has also agreed to the public use of their easements and has begun a program of landscaping their canals and percolation ponds. Officials of the Union Elementary School District and the Campbell Union High School District have indicated that Greenways projects will have their support. The City of San Jose Planning Department incorporated Greenways in the new master plan for the city, approved by the city council in February 1961.

THE ADVISORY COUNCIL

The act establishing the Commission provided for an Advisory Council consisting of Federal liaison officers from agencies having a responsibility for outdoor recreation and 25 other members representative of various major geographical areas and citizen interest groups. The following persons served on the Council.

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A. D. Brownfield, Sr.
American National Cattlemen's Assn
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New York, New York

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Chicago, Illinois

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(Titles indicate affiliation at time of membership on Council)

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Department of Health, Education, and
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Elmer F. Bennett
Under Secretary
Department of the Interior

Newell Brown
Assistant Secretary
Department of Labor

Ward Duffy (deceased)
Editor
Hartford Times
Hartford, Connecticut

Charles C. Finucane
Assistant Secretary
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Clyde C. Hall
National Science Foundation

Flora Y. Hatcher
Assistant to the Administrator
Housing and Home Finance Agency

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Assistant Secretary
Department of Agriculture

Matthew A. Reese, Jr.
Special Assistant to the Administrator
Small Business Administration

Frederick Stueck (deceased)
Commissioner
Federal Power Commission

THE STATE CONTACT OFFICERS

At the request of the Commission, the Governors of the 50 States, Puerto Rico, and the Virgin Islands appointed contact officers to provide an orderly and effective means of cooperation. The following are the persons who served in this capacity during the work of the Commission. In cases where more than one contact officer is listed, the first is the one serving at the time of publication of this report.

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Department of Publicity and
Information

Alaska

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Department of Natural Resources

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Represented by Dennis McCarthy
State Parks Director
Arizona State Parks Board

Arkansas

Ted Woods
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Publicity and Parks Commission

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Department of Conservation

Colorado

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State Park and Recreation Board
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Director
Colorado State Park and
Recreation Board

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Connecticut State Park and
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Georgia Department of State Parks

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Wayne Collins
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C. Eric Reppun
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J. W. Emmert
Park Consultant
(Former Superintendent of Parks)

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Department of Conservation

Glen D. Palmer
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Kenneth Marlin
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George V. Jeck
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Curt Siegelin
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Department of Commerce and Industry

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State Park Commission

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State Department of Forests and Parks

Massachusetts

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Department of Natural Resources

Michigan

Clifford Ketcham
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Michigan Conservation Commission
Department of Conservation

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Clarence Prout
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Department of Conservation

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Commissioner
Department of Conservation

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Mississippi Game and Fish Commission

- Rex McRaney**
Executive Director
Mississippi Game and Fish
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Superintendent of State Parks
Department of Conservation and
Development
Thomas W. Morse
Superintendent of State Parks
Department of Conservation and
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I. G. Bue
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North Dakota Game and Fish
Department
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Herbert B. Eagon
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- Oklahoma**
John Hannah
Oklahoma Planning and Resources
Board
- Oregon**
Dan P. Allen
Executive Secretary
Oregon Committee on Natural
Resources
- Pennsylvania**
Maurice K. Goddard
Secretary
Department of Forests and Waters

Puerto Rico

Julio Enrique Monagas
Administrator
Parks and Recreation
Administration

Rhode Island

Henry C. Gagnon
Administrative Chief
Rhode Island Development
Council

South Carolina

Gordon H. Brown
Chief of Education
South Carolina Wildlife Resources
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Department of Game, Fish and
Parks

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Tennessee State Planning
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Wilford L. Hansen

Director
State Park and Recreation
Commission

Chester J. Olsen

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Tourist Promotion Division
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West Virginia Conservation
Commission

Wisconsin

David Carley
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Department of Resource
Development

Wyoming

Harold Odde
Secretary
State Parks Commission

Kenneth W. Larkin
Commissioner
State Parks Commission

ORRRC STUDY REPORTS

Page counts are estimates. All are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.

1. Public Outdoor Recreation Areas—Acreage, Use, Potential, 260 pages, prepared by the Commission staff, presents a description and analysis of all nonurban public designated recreation areas in the 50 States, Puerto Rico, and the Virgin Islands. Nearly 10,000 named areas, and an additional 15,000 small areas, are included, with pertinent data on their acreage, location, and management agency. Areas containing more than 40 acres are evaluated and analyzed in terms of visits, use pressures, major activities, facilities, number of employees, and future expansion potential. This study contains a separate inventory of recreation use of military areas, public domain, and Indian lands in the United States. Definitions and procedures utilized in the study are included.

2. List of Public Outdoor Recreation Areas—1960, 190 pages, prepared by the Commission staff, contains the names of approximately 10,000 recreation areas, grouped by State and managing agency, and provides data on their acreage and county location. Additional aggregate data for minor recreation areas, such as waysides and picnic areas, are included. Data on areas are presented by census region, management agency, and size category. Definitions and procedures utilized in obtaining these data are included.

3. Wilderness and Recreation—A Report on Resources, Values, and Problems, 340 pages, prepared by The Wildland Research Center, University of California, Berkeley, presents a comprehensive discussion and analysis of wilderness preservation. The study contains an inventory of 64 areas, containing approximately 28 million acres. It discusses traditional concepts of wilderness, various approaches to its economic evaluation, and basic legal and administrative considerations and problems involved in wilderness preservation. An evaluation is made of the commercial potential of existing wilderness areas—timber, grazing, water, and mineral resources. An analysis of the social and economic characteristics of wilderness users is based upon a sample survey carried out in three specified areas.

4. Shoreline Recreation Resources of the United States, 150 pages, prepared by The George Washington University, contains an analysis of the Great Lakes and ocean shoreline of the contiguous States, and presents a detailed State-by-State summary of quantitative and qualitative factors affecting their recreational use. It includes a classification of national shoreline resources—beach, marsh, and bluff. Problems of private ownership, access, and suitability are discussed, and recommendations are made.

5. The Quality of Outdoor Recreation: As Evidenced by User Satisfaction, 95 pages, prepared by the Department of Resource Development, Michigan State University, presents the findings of a study designed to test the usefulness of user satisfaction as a measure of area quality. This study is based in part upon a user survey of 24 recreation areas, Federal, State, and local. Data from the survey are summarized and evaluated in terms of socioeconomic characteristics and activities engaged in. Field appraisals of various elements which affect quality—facilities, physical characteristics, cleanliness, degree of congestion—of each site were carried out by a team of resource technicians to provide a framework for relating and assessing the survey findings. An analysis is made of the validity of employing expressions of

user satisfaction as a measure of area quality, and the resulting implications for public policy are discussed.

6. Hunting in the United States—Its Present and Future Role, 180 pages, prepared by the Department of Conservation, School of Natural Resources, The University of Michigan, examines the forces affecting game supply and summarizes a State-by-State survey of factors influencing hunting in the 48 contiguous States. Attention is given to wildlife regulations, limitation of hunting access, public hunting areas, fee hunting, and shooting preserves. The significance of land-use trends and Federal land-use programs as they affect game supply are evaluated. Problems affecting State game agencies are analyzed and suggested solutions are offered.

7. Sport Fishing—Today and Tomorrow, 130 pages, prepared by the Bureau of Sport Fisheries and Wildlife, U.S. Department of the Interior, presents an appraisal of fishing as a form of recreation in the United States and includes a State-by-State survey of the problems of supply, status of fishing waters, and management policies and responsibilities. It covers present and future supply of both warm- and cold-water fish and makes projections of the status of sport fishing in the years ahead. It summarizes the future prospects by regions.

8. Potential New Sites for Outdoor Recreation in the Northeast, 170 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, presents the findings of a study designed to determine the existence of potential recreation sites of 30 acres or more, currently in private ownership and located in the 10 densely populated Northeastern States. The location of sites is based upon an analysis of aerial photographs. Site potentiality is determined according to land type, recreation suitability, and proximity to major metropolitan concentrations. Case studies carried out in New Hampshire, Pennsylvania, and Connecticut are utilized to illustrate ownership patterns, problems, history of land transfer, current land use, and availability for public purchase. The report describes procedures used by and available to State agencies for land acquisition and development.

9. Alaska Outdoor Recreation Potential, 50 pages, prepared by The Conservation Foundation, appraises the major factors affecting the development of Alaska's recreation potential. It discusses land control and disposition patterns and economic development problems. It evaluates the present status of recreation, examines the essentials of sound recreation planning, and concludes with a summary of current problems and recommendations for future development of Alaska's recreation potential.

10. Water for Recreation—Values and Opportunities, 130 pages, prepared by the Geological Survey, U.S. Department of the Interior, presents an analysis of future water-based recreation in the United States. It relates recreation uses of water to other types of water development and discusses the importance of including recreation in the planning of water resource projects. The problem of access is discussed, and the effects of such factors as water quality and reservoir management upon recreation use are analyzed.

11. Private Outdoor Recreation Facilities, 150 pages, prepared by the Economic Research Service, U.S. Department of Agriculture, consists of two parts. The first reports on a mail survey of private owners of recreation facilities such as resorts, dude ranches, campgrounds, ski areas, vacation farms, and resort hotels, and includes a partial inventory from secondary sources of industrial recreation areas, including large commercial timber holdings. The second phase of the study is a qualitative appraisal of 66 cases representing various types of private recreation facilities scattered

throughout the United States. Included is a discussion of such factors as type of specific activities provided, amount of land used, number of visitors, fees charged, problems encountered, and plans for expansion.

12. Financing Public Recreation Facilities, 100 pages, prepared by the National Planning Association, contains an analysis of the difficulties involved in obtaining long-term financing for recreation facilities. The role of concessioners is the principal focus with particular emphasis on factors such as Federal policy, short season, contract provisions, and general philosophy. Some consideration is given to State policies. The analysis is supplemented by 18 case studies of concession operations on Federal lands and the approach of seven selected States: California, Indiana, Kentucky, New Hampshire, New York, Oklahoma, and West Virginia.

13. Federal Agencies and Outdoor Recreation, 130 pages, prepared by The Frederic Burk Foundation for Education, San Francisco State College, presents a descriptive analysis of the organizational and administrative structure of Federal agencies concerned with outdoor recreation. While the traditional Federal land-managing agencies receive primary consideration, attention is also given to other agencies which indirectly affect the total supply of outdoor recreation opportunities. The study is focused upon recreation program objectives and policies of the agencies. Important problems encountered are analyzed, and opportunities for more effective program coordination and cooperation are identified.

14. Directory of State Outdoor Recreation Administration, 195 pages, a Commission staff project based on an American Political Science Association study, presents a State-by-State description of recreation administration. It is designed to serve as a directory of State agencies concerned with outdoor recreation, together with a brief description of agency authority, organization, and programs. Attention is given to significant or unique activities or administrative features.

15. Open Space Action, 60 pages, prepared by William H. Whyte, deals with ways and means of acquiring open space in the fast developing areas of this country. Part I is a brief history of significant Federal, State, and local developments in open space action. Part II contains observations and guidelines for open space action programs. Specific recommendations for action by all levels of government are presented in part III. An appendix contains examples of Federal and State legislation, tax abatement measures, easement forms and costs, and plans incorporating new devices such as cluster development.

16. Land Acquisition for Outdoor Recreation—Analysis of Selected Legal Problems, 60 pages, prepared by Norman Williams, Jr., reviews the constitutional power of State and local governments to acquire land by purchase or condemnation for recreational purposes and for related open space, and the constitutional power of the Federal Government to condemn land for such purposes. The study also examines legal problems involved in acquiring easements and other less-than-fee rights in land for recreation and open space.

17. Multiple Use of Land and Water Areas, 45 pages, prepared by John Shanklin, discusses multiple use both in a statutory and in a management sense and analyzes the relationship of recreation to other uses of land and water. It reviews the multiple-use concepts of the land management agencies of the U.S. Government and includes sections on multiple use at the State level and on private land. The volume contains sections on multiple-use criteria and suggestions for multiple-use management of public lands. Comments on the study from Federal, State, and private land management agencies are included in the report.

18. A Look Abroad: The Effect of Foreign Travel on Domestic Outdoor Recreation and a Brief Survey of Outdoor Recreation in Six Countries, 45 pages, prepared by Pauline Tait, discusses the effect of Americans going abroad as a substitute for major outdoor recreation trips in this country and the impact upon our own outdoor recreation resources of foreign travelers coming to this country. It presents travel projections to the years 1976 and 2000. A second part contains a brief review of outdoor recreation programs in Great Britain, France, West Germany, Denmark, The Netherlands, and Japan. Attention is directed to innovations that might be applicable in this country.

19. National Recreation Survey, 300 pages, prepared by the Commission staff on the basis of data collected by the Bureau of the Census, contains the tabular results and analysis of a nationwide survey of the outdoor recreation habits and preferences of the American people 12 years of age and over. These data are derived from four separate samples, each involving approximately 4,000 interviews. Tables show various participation rates by activity and region, according to age, sex, place of residence, education, occupation, and race. Activity rates are also shown by state of health, physical impairment, and size of community. Activity preference and data on vacation trips and outings are expressed according to selected socioeconomic characteristics. Estimates are made of expenditures, proportion of leisure time devoted to outdoor recreation, and other factors. Descriptive analyses of the results of the survey include socioeconomic factors associated with participation in 17 specified outdoor activities; expenditures on vacations, trips, and outings; and background factors associated with participation in certain groups of activities.

20. Participation in Outdoor Recreation: Factors Affecting Demand Among American Adults, 100 pages, by Eva Mueller and Gerald Gurin with the assistance of Margaret Wood, contains the results of a survey conducted by the Survey Research Center, The University of Michigan. It discusses the effect upon participation of income, education, occupation, paid vacations, place of residence, region, sex, age, life cycle, and race. Included are discussions of outdoor recreation in relation to leisure-time use, vacation and weekend trips, parks and recreation areas. It contains a chapter on camping. The study is based upon 2,759 interviews with a representative sample of U.S. adults.

21. The Future of Outdoor Recreation in Metropolitan Regions of the United States, 640 pages, prepared jointly by the Commission staff and selected universities and planning agencies. One part describes the general characteristics of outdoor recreation activities and particular problems of metropolitan residents, including the problem of access. It contrasts present and future outdoor recreation opportunities against the backdrop of expanding urbanization. It contains separate studies of five selected metropolitan regions: New York-New Jersey-Philadelphia (The Institute of Public Administration), Atlanta (Center for Continuing Education, University of Georgia), St. Louis (Washington University), Chicago (Northeastern Illinois Metropolitan Area Planning Commission), and Los Angeles (University of California, Los Angeles). The central topic in each study is an analysis of the supply and demand aspects of outdoor recreation. In each case, central problems are identified and possible solutions suggested.

22. Trends in American Living and Outdoor Recreation, 315 pages, contains a group of essays dealing with the effects of current social and cultural trends upon future needs and preferences for outdoor recreation. These essays, prepared independently by recognized scholars in the behavioral sciences, are focused upon the

following topics as they relate to outdoor recreation: historical development; cultural change; demographic factors; the family; mass communication; physical and mental health; education; voluntary groups; political institutions; urban growth; and the planning process. Authors include Lawrence K. Frank, Herbert J. Gans, William J. Goode, Morton Grodzins, Philip M. Hauser, Max Kaplan and Paul F. Lazarsfeld, Margaret Mead, Jay B. Nash, Harvey S. Perloff and Lowdon Wingo, Jr., Julian W. Smith, George D. Stoddard, and Melvin M. Webber.

23. Projections to the Years 1976 and 2000: Economic Growth, Population, Labor Force and Leisure, and Transportation, 510 pages, contains a set of four fundamental studies which project the size, distribution, income, leisure, and mobility of the American population to 1976 and 2000. The population studies are by the Commission staff, economic projections by the National Planning Association, labor force and leisure projections by the Bureau of Labor Statistics, U.S. Department of Labor, and the transportation study by A. J. Goldenthal, Washington, D.C. In addition to national aggregates, attention is directed to regional and State characteristics.

24. Economic Studies of Outdoor Recreation, 150 pages, contains a group of essays dealing with various economic aspects of outdoor recreation. Both theoretical and practical approaches are taken to some basic economic problems of recreation development, including those of investment, pricing, timing, benefit-cost evaluation, public-private relationships; and economic impact. Methods of economic analysis and evaluation utilized by various Federal resource development agencies are discussed. In addition to Commission staff, contributors include Marion Clawson, Resources for the Future; Arthur L. Moore, the National Planning Association; and Ivan M. Lee, University of California, Berkeley.

25. Public Expenditures for Outdoor Recreation, 90 pages, prepared by the Commission staff, indicates the total direct expenditures made by Federal, State, and local governments for providing outdoor recreation opportunities, facilities, and services during the period 1951-60. An analysis is made of the relative amounts spent within each State and each major census region, as well as among the agencies concerned, for land acquisition, development, construction, operation and maintenance. Appendix tables show detailed data on annual expenditures by level of government, by agency, and by objective.

26. Prospective Demand for Outdoor Recreation, 150 pages, prepared by the Commission staff, measures the needs and preferences of the American people for a number of outdoor recreation activities. This comprehensive analysis is based on data obtained from the National Recreation Survey, the Commission inventory, the metropolitan studies, and the essays concerned with trends and patterns of American life.

27. Outdoor Recreation Literature: A Survey, 100 pages, by the Library of Congress, discusses the problems of preparing a bibliography on outdoor recreation—the diversity of the field, and its relationship with other fields—and includes a listing, description, and assessment of some of the more important references. The discussion is divided into literature on resources and literature on users. Two appendixes contain separate bibliographies on leisure and intergovernmental problems.

"The outdoors lies deep in American tradition. It has had immeasurable impact on the Nation's character and on those who made its history. . . . When an American looks for the meaning of his past, he seeks it not in ancient ruins, but more likely in mountains and forests, by a river, or at the edge of the sea. . . . To-day's challenge is to assure all Americans permanent access to their outdoor heritage."

